

BILINGUAL DISTRICTS ADVISORY BOARD

VOLUME 16

CHAIRMAN

23881



BILINGUAL DISTRICTS ADVISORY BOARD

- Volume 16 -

folio

Subject

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2. Minutes of Fifteenth General Meeting, December 16, 17, 1973
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 1. Letter from Mr. James Walker, MP for York Centre to Chairman and replies by Secretary General
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 3. Memo re extension of lease of office space for the Bilingual Districts Advisory Board
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5. Reports on meeting with Quebec Government and Montreal MPs, January 21, 1974
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7. Report by Dr. Cartwright on Conference of Canadian Association of Geographers, London, Ontario, January 18-19, 1974
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10. Consideration of other recommendations to be included in the Report
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12. Appendices to Final Report
13. Provincial Introductions
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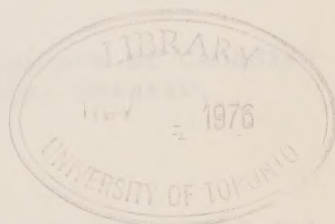
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BILINGUAL DISTRICTS ADVISORY BOARD

PROPOSED AGENDA

Sixteenth General Meeting, March 8-9, 1974

110 Argyle Avenue, Ottawa

9:00 a.m. Friday, March 8, 1974

- I - Adoption of Agenda
- II - Minutes of Fifteenth General Meeting, December 16-17, 1973
- III - Business arising from minutes:
 - 1. Correspondence
 - 2. Report by Mme Raymond and Dr. Mackey on meeting with Quebec Government and Montreal MPs, January 21, 1974
 - 3. Report by Dr. Lamontagne on meeting with Dr. Mark MacGuigan, MP
 - 4. Report by Dr. Cartwright on Conference of Canadian Association of Geographers, London, Ontario, January 18-19, 1974
 - 5. Budget and staff
 - 6. Notice of arrangements for dinner in honour of Col. and Mrs. Roland Morency
- IV - Report by D. Cartwright on additional statistics and the French Mother-Tongue Population in urban centres.
 - i - arrangement of urban centres with F.M.T. population of 2,000 and over - as requested by members
 - ii - a comparison to the Language-of-the-Home population and French-Only population for the same urban centres (where possible)
 - iii - introduction to data on language loss using a cross tabulation of the four language related questions - for Windsor-Tilbury and Cornwall-Hawkesbury Districts
- V - Consideration of final decision re minimum number of minority in urban centres in which bilingual services are to be recommended under section 9(2) of the Act.

- VI - Consideration of other recommendations to be included in report.
- VII - Review of Chairman's proposals for Appendices of Final Report
- VIII - Review of preliminary drafts of provincial introductions for Final Report
- IX - Review of Draft 2 of Final Report
- X - Date of next general meeting
- XI - Other business

Adjournment by 1 p.m. Saturday, March 9, 1974

Neil Morrison
Secretary General

Paul Fox
Chairman

Ottawa
February 15, 1974

CONSEIL CONSULTATIF DES DISTRICTS BILINGUES

ORDRE DU JOUR PROVISOIRE

Seizième Séance Plénière, les 8 et 9 mars 1974

110, rue Argyle, Ottawa

9:30 a.m. Vendredi, 8 mars 1974

- I - Adoption de l'ordre du jour
- II - Procès-verbal de la quinzième séance, les 16 et 17 décembre 1973
- III - Affaires découlant du procès-verbal:
 - 1. Correspondance
 - 2. Rapport de Mme Raymond et Dr. Mackey sur la rencontre avec le gouvernement du Québec et les députés de la région de Montréal, 21 janvier, 1974
 - 3. Rapport du Dr. Lamontagne sur sa rencontre avec le Dr. Mark MacGuigan, député de Windsor-Walkerville, le 20 décembre 1973
 - 4. Rapport du Dr. Cartwright sur la Conférence de l'Association canadienne des géographes, London, Ontario, les 18 et 19 janvier 1974
 - 5. Budget et personnel
 - 6. Dispositions prises pour le dîner en l'honneur du colonel et madame Roland Morency
- IV - Rapport du Dr. Cartwright concernant les statistiques de la population de langue maternelle française dans les centres urbains.
 - i) centres urbains avec une population de langue maternelle française de 2,000 et plus - tel que demandé par les membres du Conseil.

ii) données statistiques sur la langue d'usage à la maison et sur la langue officielle française seulement, pour les centres urbains ci-haut mentionnés (là où les statistiques le permettent).

iii) classement statistique des données selon le groupe d'origine ethnique, la langue maternelle, la langue d'usage à la maison et la langue officielle (pour les districts de Windsor-Tilbury et Cornwall-Hawkesbury).

V - Décision finale concernant le nombre minimum de la minorité dans les centres urbains où des services bilingues doivent être recommandés sous section 9(2) de la Loi.

VI - Etude d'autres recommandations qui doivent être intercalées dans le rapport final.

VII - Revue des appendices proposés par le Président pour le rapport final.

VIII - Revue des ébauches des introductions provinciales pour le rapport final.

IX - Revue de la 2e ébauche du rapport final.

X - Date de la prochaine séance.

XI - Autres affaires.

Ajournement vers 1:00 p.m. samedi, 9 mars, 1974

Paul Fox,
Président

Neil M. Morrison,
Secrétaire général

Ottawa,
le 25 février 1974

DEUXIÈME CONSEIL CONSULTATIF DES DISTRICTS BILINGUES (1972)

Procès-Verbal de la Quinzième Réunion

les 16 et 17 décembre 1973

110, avenue Argyle, Ottawa

La quinzième séance plénière du Conseil consultatif des districts bilingues (1972) fut convoquée par le président pour dimanche, le 16 décembre 1973 à 9:00 a.m. à la salle de conférences, 110, avenue Argyle, Ottawa (Ontario). La réunion a été commencée formellement à 9:15 a.m..

Participent à la réunion:

M. Paul Fox, président
Mme Jane Carrothers, commissaire
M. W.H. Hickman, commissaire
M. Léopold Lamontagne, commissaire
M. William Mackey, commissaire
M. Alfred Monnin, commissaire
Mme Yvonne Raymond, commissaire
M. Albert Reginbal, commissaire
M. Adelard Savoie, commissaire
Mlle Eleanor Duckworth, commissaire (pour lundi, le
17 seulement)
M. Neil Morrison, Secrétaire général
M. Roland Morency, Secrétaire général associé

Assiste également à réunion:

M. Donald Cartwright, Conseiller en recherches

Au commencement de la réunion, le président a informé les autres membres que le Secrétaire a reçu un appel interurbain de Mlle Duckworth à Halifax ce matin, avant l'heure de la réunion disant qu'elle a été empêchée de partir de Halifax dimanche matin comme prévu à cause du travail fort urgent. Elle a attendu d'arriver à Ottawa dimanche soir et d'assister à la réunion toute la journée lundi.

I - Adoption de l'ordre du jour

The Chairman commented on the draft agenda and the form in which he had drawn it up. He referred members to his covering memorandum which had been mailed out with the draft.

Although it was a very long agenda he hoped it would be possible to get through at least the crucial decision-making parts by 5:00 p.m. Monday, the hour of adjournment, so that he would be in a position to begin drafting the Report immediately. He had indicated an allocation of time and urged members to deal with the long list of preliminary items as expeditiously as possible so that they could get to the essential, substantive matters not later than noon of the first day if possible.

The Chairman asked that an additional item be added to the drafted agenda under item III - Business Arising from the Minutes: (13) Paper prepared by Dr. Lamontagne.

Moved by Mr. Lamontagne, seconded by Mrs. Carrothers that the agenda as drafted be adopted with the proposed additions. Carried.

II - Procès-verbal de la quatorzième séance des 9 et 10 novembre 1973

The following changes in the minutes were proposed:

- by Mrs. Carrothers, in the first part of the minutes for November 9th, page 7, 4th paragraph, ending with the words "but was this sufficient reason?" to add at the end of the sentence the words: "to ignore the attitude of the Provincial Government?"
- by Mrs. Carrothers, first part, page 8, paragraph 3, to delete the last sentence in that paragraph reading: "There are different provincial situations which may be rationalized and others that cannot, but she felt strongly that Quebec was a particular case". She felt the way this sentence was written did not make sense and did not express her views correctly.
- by Mme Raymond, first part, page 8, second paragraph, second last sentence, to delete the word "schizophrenic" before "attitude", so that the last phrase in the sentence would read "...English-speakers had suffered because of this attitude".
- by Mrs. Carrothers, the second part of the minutes for November 10th, on page 9, paragraph 3, to insert the words "to the Treasury Board" at the end of the first sentence, so that the sentence would read "...and she wanted to know if recommendations of these areas would be a help or hindrance to the Treasury Board".

- by Mr. Mackey, the second part, page 10, the last sentence, at the bottom of the page the word "Fact" should be deleted so that the sentence read: "in Mr. Mackey's view etc..."
- by Mr. Fox, second part, page 16, second paragraph, the last sentence, a typing error should be corrected to change "way" to "may".

Mr. Lamontagne moved, seconded by Mrs. Carrothers that the minutes be adopted as amended. Carried.

III - Affaires découlant du procès-verbal

(1) Correspondence

The Secretary reported that a long distance phone call had been received from Jean-Guy Lavigne from the office of Dr. Cloutier, Minister of Education for Quebec on Wednesday, of the preceding week, December 12th, as a follow-up to the correspondence between the Chairman and Premier Bourassa about a meeting with representatives of the Quebec Government concerning possible bilingual districts in the province. The Chairman suggested that this should be dealt with later in the agenda when there would be a discussion about postponed or pending meetings.

(2) Letters to M.P.'s and replies received

The Secretary reported that about fifty-three individual letters were sent, in French and in English versions as appropriate, to Members of Parliament from Ontario, Quebec and the Maritimes. Fourteen replies had been received in writing or by telephone. Of these, ten expressed a desire to meet with members of the Board, two said there was no need and two were simply acknowledgements with possible later reaction. In addition, there were some other positive and negative replies from M.P.'s in the Montreal area who were telephoned at the request of Mme Raymond about a meeting in Mme Sauvé's office as a follow-up to the letters. There were still three or four cases outstanding of ministers or members with whom it had not been possible to arrange a suitable time for meeting. The Chairman suggested this should be dealt with later in the agenda.

(3) Report on meeting with New Brunswick Liberal M.P.'s on November 22nd, 1973

In the absence of Miss Duckworth, the Chairman reported on the meeting held with the five N.B. Liberal M.P.'s and one Senator in a private dining-room of the

Parliamentary Restaurant on the evening of Thursday, November 22nd, 1973, from 6:45 p.m. to 9:15 p.m.. Although there were some reservations expressed a majority of those present on the whole were in favour of declaring the whole of the province a single bilingual district. At the same time strong doubts were expressed and questions asked about the implementation of the Act concerning bilingual districts. (For a more detailed report see the typed notes dictated by the Chairman.) Mrs. Carrothers supplemented the Chairman's remarks by saying that it had been a most stimulating meeting but at the same time troubling. It was obvious that there were serious doubts in the minds of many members (M.P.'s) but with general approval of the principal and majority support for the idea of the whole province. Mr. Lamontagne also referred to the expressed attitude of prudence on the part of M.P.'s who urged that officials should go slow in the implementation of the policy and that they should not offend the population unnecessarily. He reported that a couple of the members had proposed changing the law. It was also pointed out that there will be some centres in the province which would have to have bilingual services under the Act in areas which were essentially unilingual, either French or English, and members felt that this would be unwise, unnecessary and probably provocative.

The Chairman read the letter which had been received from Mr. Percy Smith, in which he summarized briefly the general views of the New Brunswick Liberal Caucus and their concerns and questions, particularly about the meaning of the phrase "principal offices". Mr. Savoie said this concern was to be expected since Mr. Smith represented Northumberland county which had a relatively low proportion of French-speaking voters concentrated in certain rural parishes in a county which was three quarters or more English-speaking including the predominantly English-speaking towns of Chatham and Newcastle.

The Chairman observed that the concern about the implementation of bilingual districts, or the application of the Act in general, was not confined to Mr. Smith but that it was a real concern expressed by Members of Parliament, both Conservative and Liberal not only from New Brunswick but also from Ontario, Quebec and Prince Edward Island. In various ways they had stressed the fact that implementation would affect jobs and jobs were extremely important to citizens in local communities. Therefore they urged that there should be a sensible application of the Act in order to avoid creating unnecessary opposition and controversy.

(4) Report on meeting with Mr. Leonard Hopkins, M.P.,
Renfrew North-Nipissing East, November 23, 1973

Dr. Lamontagne reported that Mr. Hopkins had, in general, been favourable to the idea of recommending a bilingual district in Nipissing and Renfrew North but that he had proposed changes in the southern boundary of the district being considered by the Board in order to exclude the towns of Pembroke, Petawawa, Chalk River and Deep River. The group had examined a detailed map of the electoral district of Renfrew North provided by Mr. Hopkins who proposed that the southern boundary of the bilingual district should cut across Rolph Township in the form of an extension of the boundary between Renfrew County and Nipissing District eastward to the Ottawa River. This would mean that the Townships of Clara, Maria and Head as well as the northern half of Rolph Township in Renfrew County would be included in the proposed bilingual district of Nipissing or of Northern Ontario. The Town of Rolphton would come within the district but the other towns mentioned above and Townships would be excluded.

Mr. Fox outlined some of the reasons given by Mr. Hopkins for his suggestion. For one thing the proportion of French-speaking population in the towns and townships he suggested excluding was very low. Further he said that if the area should be included in a bilingual district, government jobs of which there were a good many in the towns mentioned, would be advertised for bilingual applicants. Many persons of French-Canadian origin can no longer speak French and thus they would not qualify for bilingual government jobs and this would be unjust to them. Mr. Hopkins also brought in the mayor of Petawawa who happened to be in his other office with a small delegation from the riding which was there for another purpose. Mr. Hopkins asked the mayor to give the Advisory Board members his opinion on the subject of a possible bilingual district. His views in general supported those expressed by Mr. Hopkins. (For further details about the discussion at the meeting with Mr. Hopkins see the notes dictated by the Chairman.)

Mr. Hopkins felt that to include the whole of the area of Renfrew County being considered by the Board would arouse a good deal of public opposition and create many problems for federal civil servants in the area. As the Chairman pointed out, an examination of the 1971 census figures revealed that Renfrew County was a very marginal area with the whole county having 5.3% F.M.T. and only three townships,

or combined townships, having slightly over 10% i.e. Head, Clara and Maria with up to 13.7, Rolph, Buchanan, Willie and McKay with 11.4 and Westmeath with 10.6. The Township of Petawawa is reported to have 4.1% F.M.T. and the City of Pembroke was slightly over the cut-off point with 10.2% F.M.T. Other towns with the exception of the village of Braeside had less than 10% including Arnprior, Deep River, Renfrew, Chalk River, Petawawa, etc. Mr. Hopkins had said he would consult with the mayor of Pembroke and report to the Secretary of the Board but to date Mr. Morrison had heard nothing further from him.

Mr. Hickman said he was very doubtful about including these areas of Renfrew County not for the reasons advanced by Mr. Hopkins but because the proportion of the official language minority was so slight. He felt the Board's concern was not with the question of jobs for members of the public in the Federal Public Service but with services to the people and he did not think the numbers of the minority French population were sufficient to justify a district.

The Chairman said one of the things that had struck him not only in the conversation with Mr. Hopkins but with other M.P.'s in Ontario, Quebec and the Maritimes as well as the West, was their concern about the likely effect of bilingual districts on jobs and therefore the kinds of divisions they were afraid would be created between linguistic and ethnic groups in their regions. The M.P.'s were in accord with the general official language policy but were worried about the impact of the application of the policy on the people themselves and on public opinion in their constituencies.

Members of the Board discussed whether in making recommendations they should be concerned about the question of jobs in the Federal Public Service. Messrs. Savoie, Regimbal, Monnin and Morency felt that the Board should not be concerned with the reaction of the bureaucracy or the Public Service but rather simply with the question of the provision of services to the minority language population wherever the need existed and was justified. Mr. Monnin said it was not up to the Board to worry

about the possible concerns and reactions of the bureaucrats which was a problem for ministers to deal with and solve. The concern of the Board was solely with the provision of services to the public in both official languages.

Mr. Lamontagne drew the opposite conclusion from the one advanced by Mr. Hopkins. He felt that just because the population was so small, and menaced by the threat of assimilation, it therefore needed the protection and encouragement which the provision of federal services in a bilingual district would make possible.

Mr. Regimbal suggested that the boundary in Renfrew should remain as it had been originally proposed by the Board. The Chairman asked if the Board wished to take any action to change their previous recommendation or simply to take note of Mr. Hopkins' suggestions and pass on.

Moved by Mr. Monnin, seconded by Mr. Lamontagne that the Board note Mr. Hopkins' suggestions but do not act on them. Motion carried with seven votes for, 1 abstention, and 1 absent.

Report of the meeting with the Hon. Allan MacEachen,
M.P., November 23, 1973

In the absence of Ms. Duckworth, the Chairman reported on a meeting with the Hon. Allan J. MacEachen, President of the Privy Council and M.P. for Cape Breton-Highlands-Canso, Nova Scotia, held in his office in the Centre Block of the Parliament Buildings in Ottawa on November 23. His executive assistant, Mr. Brian Bruce was also present. After exposition and discussion Mr. MacEachen seemed to be in agreement with the proposed bilingual district in the Eastern part of Nova Scotia and in favour of including the County and Town of Antigonish in the proposed district.

Mrs. Carrothers observed that this three-county bilingual district typified the difference between a concept of larger districts encompassing more territory and districts which were smaller but more closely related to the concentrations of the minority language population. Mr. Lamontagne felt that Mr. MacEachen had been non-committal during the course of the discussion. The Chairman also pointed out that the question of including Port Mulgrave as suggested by the Hon. Mr. Gillis, Minister in the

Nova Scotia Government, had been discussed and Mr. MacEachen felt this was worth considering. It was decided to discuss this question further when Ms. Duckworth was present.

(6) Report on meeting with Dr. Mark R. MacGuigan, M.P.
for Windsor-Walkerville, Ontario, November 23, 1973

The Chairman reported on the meeting which he and other members of the Board and secretariat had held with Dr. MacGuigan in the Parliamentary Restaurant. (For details see typed notes.) Dr. MacGuigan had expressed himself in support of the idea of a bilingual district being recommended for the Windsor area in Essex County but he was against including Chatham in Kent County in such a district. While he strongly supported the idea of bilingual federal services for the benefit of the French-speaking official language minority he said that he was not particularly interested in the question of boundaries but was much more concerned about the way in which bilingual districts would be implemented and in particular how and where services would be provided. It was important to provide services where they were needed but the possible effect on jobs and careers also had to be considered.

Mr. MacGuigan suggested that as a safeguard to prevent abuses or mistakes and to ensure satisfactory and effective implementation of the policy in Windsor and elsewhere there should be a continuing Board or Commission or Advisory Committee of some kind, somewhat along the lines of the present Advisory Board composed of citizen representatives from across the country outside the Public Service which would have power to conduct meetings, to hold hearings, to investigate situations, to evaluate the progress and effects of the districts when they were established and to make suggestions or recommendations to the government. He proposed that the present Advisory Board should make such a recommendation in its report.

When asked whether this was not the job of the Office of the Official Language Commissioner Dr. MacGuigan said - no, that Mr. Spicer's task was enforcing the language policy and seeing that it was put into effect whereas what he had in mind was an investigative and consultative body with possibly quasi-judicial functions, which would maintain a watching brief to protect the rights of public servants and citizens and to assist the government in avoiding unfortunate episodes or

conflicts which might possibly endanger the whole policy and programme.

Dr. Lamontagne felt there was merit in exploring Dr. MacGuigan's suggestion further and pointed out that such a continuing board or committee would also incorporate the research function which he himself had already been advocating. Dr. Lamontagne said he had been surprised at the importance this continuing commission or board assumed in Dr. MacGuigan's thinking and particularly about the size and representative character of the agency he proposed. Dr. Lamontagne himself, who was very much interested in seeing some kind of continuing research body set up, had thought more in terms of 2, 3 or 4 people with a small staff which would be a kind of holding operation between Boards to pursue relevant studies and research and to keep language population statistical analytical work up to date. He had mentioned to Dr. MacGuigan the name of such an organization he had come across in a Belgian publication which was: "Research Centre for the National Solution of the Social, Political and Legal Problems arising in various regions of the country" - usually known as "the Hamel Centre". Mr. MacGuigan said that is about what he had in mind.

The Chairman asked whether the Board had other suggestions and wished to discuss further the merits of this proposal for a continuing advisory body of some kind or would prefer to discuss it later under the item "Other Recommendations". Dr. Lamontagne suggested and it was agreed, that the Chairman should include such proposal in his draft of the report. It could then be discussed by the Board in that context at a subsequent meeting.

- (7) Report on meeting by Mrs. Carrothers with Hon. Charles Drury, M.P. for Westmount, Québec in Calgary, December 2, 1973

Mrs. Carrothers explained how she had come to see Mr. Drury when he was in Calgary and recapitulated and expanded on some of the points contained in the written report she had prepared on December 5 for circulation to other members of the Board. Mr. Drury saw no need for a bilingual district in Montreal or indeed for bilingual districts in any area across

the country. He sympathized with members of the Board on the difficulty of their job growing out of the fact that their mandate was somewhat out of date and had been by-passed by events since the Act was passed which meant that it was a tricky proposition to contend with. Mr. Drury felt that you could rely fully on the public service to carry out the requirements for services in English in the Montreal area and to do what the Treasury Board is now setting down for bilingual services not only in Quebec but in other parts of the country. He felt there was no danger to English language services in Montreal or elsewhere in Quebec. He asked if the Advisory Board was aware of what the Treasury Board was in process of doing. Mrs. Carrothers said yes and told him about the briefing meeting with Messrs. Coulombe and Lefebvre at Val David for exactly this purpose. She said that in her opinion Mr. Drury was at least 50% serious when he said that he would be happy if the Board did not make a report at all.

(8) Report on additional meetings with members of Parliament

Meeting with Hon. Gérard Pelletier, M.P. for
Hochelaga, Montreal, Parliament Buildings,
Ottawa, December 12, 1973

Mr. Fox had dictated notes reporting on the meeting with the Hon. Mr. Pelletier, Minister of Communications and former Secretary of State. He asked the others who had been present - Messrs. Lamontagne, Morency and Morrison to supplement his report. Mr. Lamontagne said he had been surprised that Mr. Pelletier had been very non-committal and really nothing much came out of the meeting. There were no specific suggestions about Montreal except Mr. Pelletier's observations that you could not divide Montreal into separate districts. He felt that the English elsewhere in Canada did not really care about what happened to the Montreal English-speaking minority and that there was not likely to be any strong reaction in Montreal if no bilingual district were recommended. In general, there seemed to be a lack of strong interest or enthusiasm on Mr. Pelletier's part reflecting an attitude almost of indifference. In effect he said, do what you think best but he did express approval or support for the idea of French being the working language of the federal public service in Quebec.

Meeting with Progressive Conservative MPs from
New Brunswick, December 12, 1973

Messrs. Fox and Lamontagne, with Messrs. Morrison, Morency and Cartwright, met with the five Conservative Members of Parliament from New Brunswick at 4:00 p.m. Wednesday afternoon, December 12, in the Centre Block office of Mr. Tom Bell, MP for Saint-John and Conservative Whip. The Chairman referred members to the detailed notes of the discussion at this meeting which he had dictated and distributed to the Board prior to the meeting. Since members had not yet had time to read his written report he gave a brief résumé.

The reactions and views of the Conservative MPs from the province had been very similar to those of the Liberal MPs with whom members of the Board had met earlier. The Chairman observed that the New Brunswick MPs were not divided on the basis of party and that there were degrees of enthusiasm and support, or concern and reservation, within the two parties for the idea of a single bilingual district for the whole province. As an illustration of the extent of common concern he mentioned that Mr. Fairweather had mentioned having been approached by Mr. Breau (Lib.) to discuss the latter's proposal to the Board members that the Advisory Board should recommend amendments in the Act for purposes of clarification and to ensure against maladministration.

In summary, Mr. Fox said that a majority of the Conservative members were in favour of a single bilingual district for the whole province but at the same time expressed a strong warning about the way in which such a recommendation was implemented. Mr. McCain had said that the divisive issue was not bilingualism but the administrative approach to bilingualism. Even those members who were most strongly in favour of the proclamation of a bilingual district for the province, including Mr. Fairweather and Mr. Bell, expressed serious concern about implementation and cited illustrations of the kind of adverse reactions which could be created over job situations. It was pointed out that the way in which the recommendation was implemented by the Federal Civil Service would make or break the situation. There was also discussion about whether bilingual districts or services were necessary in some areas which were almost completely unilingual, such as Madawaska (French) on the one hand or Campobello (English) on the other.

En réponse au rapport du président, M. Savoie a dit qu'il était agréablement surpris du résultat. Il était content de savoir que les députés étaient en accord avec le principe. On peut presque dire que toute la députation fédérale du Nouveau-Brunswick valorise le concept d'un district bilingue pour la province. A son avis c'est assez extraordinaire, compte tenu de la différence de mentalité, de background, de tous ces députés-là.

Meeting with David MacDonald, MP for Egmont, P.E.I.,
December 13, 1973

The Chairman reported that he and three members of the secretariat, i.e. Messrs. Morrison, Morency and Cartwright had had an excellent discussion with Mr. David MacDonald, Progressive Conservative member for Egmont, P.E.I., in Mr. MacDonald's office in the Centre Block of the Parliament Buildings at 9:30 a.m. on Thursday morning, December 13. He referred members to detailed notes in the report he had dictated and distributed. He said, and the staff members present fully agreed, that he had found it a very fruitful and informative meeting. Mr. MacDonald was very sympathetic and well informed about the needs and interests of French-speaking Acadians in his constituency and about the bilingualism policy in general but at the same time was very realistic and intelligent in his approach to the whole question.

Mr. MacDonald preferred that the whole of his constituency be recommended as a bilingual district but pointed out that there were differences between the East end and the West end of the constituency and between towns such as Summerside and O'Leary. He urged that there should be common sense and flexibility in the application of bilingualism in Egmont, as well as elsewhere. He also raised the question of jobs and said that there would be a problem if bilingual civil servants were forced on an area such as O'Leary where the minority language would rarely be used. He felt mistakes in implementation could very well destroy the effectiveness and indeed the possibility of acceptance of the whole language policy.

In addition to much information which the Board had not previously received, a number of specific suggestions emerged from the discussion. Mr. MacDonald proposed that some local organization or group of people representing the area should be established to advise the government and the civil servants on the wisdom of

applying bilingualism in certain offices in their area and how it should be carried out in such a way as to avoid conflicts and mistakes. Such an advisory group or committee might function on a constituency basis or on a regional basis. The Chairman felt this idea should be considered as a suggestion to be included in the report and also in relation to the proposal of Mr. Mark MacGuigan of Windsor that there should be a national advisory committee or board on a continuing basis to assist with the implementation of the policy.

Another suggestion which arose during the discussion and which Mr. MacDonald regarded with favour was that further research might be done in the Egmont area on a more systematic basis over a period of time about what was happening to the official language minority and also an evaluation of the results or effects of the establishment of a bilingual district about which nothing really was known as yet. Mr. Cartwright suggested that more information was needed about what happened to francophone young people when they dropped out or graduated from high school or went off to university elsewhere. He felt this was vital to the future survival or viability of minority language communities such as the one in the Egmont Bay area or in the Windsor area. Mr. Morrison suggested that if the Board included proposals for research, including evaluation of the impact of bilingual districts, in its recommendations it was possible that the Secretary of State Department might provide funds for research in such areas.

Mr. MacDonald talked about the ignorance of people in P.E.I., the existence of the French-speaking minority and their needs, and suggested that a film might be prepared by the National Film Board on the recommendation of the Advisory Board which would describe the area and deal with language rights and services. There was some discussion of this suggestion. Some members of the Board including Father Regimbal and Mme Raymond felt this was a very worthwhile idea which might be supported and explored further. Mme Raymond a trouvé très intéressante cette suggestion et elle a pensé que la quantité de données que le Conseil a ramassées peuvent être publiées soit en film soit par l'entremise d'autres moyens de publication. The Chairman agreed that there was evidently a very great need for public education in P.E.I. and elsewhere and that this should be underlined in the report.

Meeting with Mr. Tom Lefebvre, MP for Pontiac,
Québec and Mr. Gaston Clermont, MP for Gatineau,
Québec, December 13, 1973

Mr. Fox reported on the meeting he and the three members of the secretariat had had at 11 a.m., Thursday, December 13, with Mr. Thomas Lefebvre, Liberal MP for Pontiac and Mr. Gaston Clermont, Liberal MP for Gatineau, in Mr. Lefebvre's office in the Centre Block of the Parliament Buildings. A detailed report is included in the Chairman's notes.

In summary, Mr. Fox said that both members were in favour of, or had no great objection to, the area being proposed as a bilingual district in the counties of Pontiac, Gatineau and Papineau but they were concerned about the problem of jobs and the way in which bilingual districts would be implemented. This was particularly true of Mr. Lefebvre who expressed great concern about the problem of Shawville which is almost exclusively English and one of the principal centres in the county. Mr. Lefebvre favoured a bilingual district for Pontiac but he wanted to know if Shawville could not be excluded because he felt that if it were part of a bilingual district the necessity for providing services in both official languages would create problems for the government. Mr. Lefebvre asked if, for example, the Post Office, or the Manpower or Unemployment Insurance Offices, in Shawville would be regarded as "principal offices". Representatives of the Board had to say that they could not tell him. Mr. Lefebvre wondered why if the Board was proposing to leave out the area between Gatineau and Argenteuil because it was overwhelmingly French it could not leave out Shawville because this was overwhelmingly English. The answer was that this would create a doughnut effect with a hole in the middle of a bilingual district.

Like other MPs with whom members of the Board had spoken Mr. Lefebvre hoped that the Federal Civil Service would implement the policy with common sense but even so he pointed out that it might create a number of difficulties. He cited the case of some 60 rural mail delivery contracts and asked if the contractors would be required to provide services in both languages in future if Pontiac were to become a bilingual district. This would create a serious problem for these people because about half the contractors are unilingual Francophones or unilingual

Anglophones who are serving unilingual areas. Mr. Lefebvre did not think these people were likely to be willing to accept language training or parallel jobs and consequently might lose their contracts if they could not provide service to the public in both languages.

In reply to a question Mr. Clermont said he would agree with the idea that the working language of the Federal Civil Service in Quebec should be French with the rights of Anglophones to services in English preserved. Mr. Clermont asked the Board to check to see if the village of Notre-Dame-de-la-Salette was within or outside the National Capital Area.

In discussion about the effect on jobs in areas proclaimed as bilingual districts Mr. Morrison pointed out that the results of the survey of federal departments and agencies which Mr. Morency had conducted seemed to indicate that in French-speaking areas many small Post Offices were already staffed by French-speaking or bilingual persons and were providing bilingual services. He felt that the solution for federal services was already there in practice at least in part if it was recognized and could be consolidated on a basis of the need of the particular communities. The problem of jobs mentioned by the MPs is apt to arise if you extend the territory or generalize the situation to include areas which are either unilingual English or unilingual French in large part.

The Chairman told members of the Board that arrangements had been made to meet with Mr. Maurice Dupras, Liberal Member for Labelle, Québec but that when he and Messrs. Lamontagne, Morrison and Morency went to his office at the appointed time he was not there. Inquiries determined that Mr. Dupras had had to attend a Parliamentary committee meeting. He apologized for the change and told Mr. Morency on the telephone that he would go along with whatever Mr. Lefebvre and Mr. Clermont had said.

Rencontre avec des députés de la région de Montréal,
Ottawa, le 14 décembre 1973

The Chairman described arrangements which had been made by the Secretary General for a meeting with Members of Parliament from the Montreal region at 9:30 a.m. on Friday, December 14, in the office of the Hon. Jeanne Sauvé, Minister of Science and Technology and MP for Ahuntsic, in the Confederation

Building. Although she had requested an opportunity to meet with members of the Board Mme Sauvé herself was unable to be present because she had been called to a special meeting of the Treasury Board on short notice. Further, owing to the worst storm of the winter and to other conflicting commitments, only four of the MPs from the Montreal area were able to attend, and because they arrived at intervals the meeting, as the Chairman pointed out, tended to be rather chaotic but in the end proved useful as an exchange of ideas and information and in revealing the divergent views of Liberal M.P.'s from the Montreal area concerning the question of bilingual districts and language rights.

Both Dr. Fox and Dr. Mackey had prepared reports of the meeting which were distributed to the members of the Board. The Chairman asked Dr. Mackey if he would give a résumé of the discussion. Dr. Mackey reported that the four M.P.'s who turned up were: Mr. Harold T. Herbert, Vaudreuil, M. Arthur Portelance, Gamelin, M. Marcel Roy, Laval and M. Jacques Trudel, Montréal-Bourassa. M. R. Beaupré, executive assistant to Mme Sauvé was also present throughout the meeting with the Montreal members. Dr. Mackey said that these M.P.'s expressed the most categorical views the Board had yet heard on the advisability of recommending Montreal as a bilingual district. Mr. Herbert, an anglophone member, was strongly opposed to the idea of declaring Montreal a bilingual district whereas Mr. Trudel, a francophone member, was just as strongly in favour of the creation of a bilingual district in Montreal. The other two M.P.'s raised questions on both these positions but, as Mr. Mackey pointed out, all the members were opposed to the idea of dividing the city of Montreal and all were in favour of continuing federal services in the English language. The main problem seemed to be with the formula to be used to guarantee minority language services.

Mme Raymond and Dr. Lamontagne who had also participated in the meeting agreed with Dr. Mackey's report. Dr. Lamontagne added that Mr. Portelance had said there should be a caucus discussion about the question while Mr. Trudel was not so sure this would be desirable. Mr. Roy had also pointed out that Montreal was the metropolis of Canada and not in the same category as Toronto. It had been suggested that Montreal should provide a model in bilingualism for the whole of Canada. Father Regimbal commented on the apparent opposition of views between a very pragmatic man and a very idealistic man. He questioned the wisdom of regarding Montreal as a model in the

present circumstances. He felt that some people should not be used as a model for the rest of the country. Mme Raymond agreed with Father Regimbal. Elle pensait que enfin c'est la situation du Québec au Canada depuis cent ans.

Mr. Fox remarked on the divergent views not only among the M.P.'s who had been present at the meeting but those reported among other members (all Liberals) from the Montreal area. He also said he had the impression that at the beginning of the discussion neither Mr. Herbert nor Mr. Trudel really understood what was meant by bilingual districts nor were they aware of the different possibilities for the provision of services under sections 9(1) and 9(2) of the Act. Mme Raymond commented that such ignorance or lack of awareness was rather general and not confined to these two députés by any means.

Members of the Board then engaged in a philosophical discussion about the role of Montreal which the Chairman felt should be postponed until later in the interest of getting on with other items on the agenda.

The Chairman also referred members to the notes in his written report about the accidental encounter he had had with Mr. Charles Caccia, Liberal M.P. for Davenport, Toronto, on the plane from Ottawa to Toronto on Friday afternoon, December 14. Since the Board had not had time to meet with M.P.'s from large urban centres aside from Montreal, Mr. Fox had taken the opportunity which presented itself to get the views of an M.P. representing an ethnically-mixed constituency in the Toronto Metropolitan area. Mr. Caccia was completely in favour of providing as many federal services in French in Toronto as possible and welcomed what the Board was doing. He had fought for the recognition of the two official languages and for implementation of the provisions of the Official Language Act because he believed strongly in the importance of the policy for Canada although there was a lot of opposition in his riding.

On the suggestion of the Chairman the Board took a ten-minute break at 11:20 a.m.

(9) Rencontres reportées/prochaines avec des députés
fédéraux et le gouvernement du Québec

The Chairman pointed out that, in response to the letters of invitation sent out by the Board over his signature, there were still at least five M.P.'s who had stated in writing or on the telephone that they wished to have an opportunity to discuss bilingual districts in their areas with members of the Board and with whom it had not yet been possible to arrange such meetings. These members included: the Hon. Warren Allmand, Solicitor General and M.P. for Notre-Dame-de-Grâce, Montreal, Mr. Rod Blaker, Lachine-Lakeview, Montreal, Mlle Monique Bégin, St-Michel, Montreal, Mr. Ian Watson, Laprairie and the Hon. Eugene Whelan, Minister of Agriculture and M.P. for Essex.

In consultation with himself the Secretary had tentatively arranged for a meeting with Warren Allmand and Rod Blaker in Mr. Allmand's office at 11:30 a.m. the next day, Monday, December 17. This would mean adjourning the meeting early or allowing some members to leave for the meeting with Messrs. Allmand and Blaker.

Mesdames Carrothers and Raymond and Mr. Mackey indicated they wished to meet with the two Montreal M.P.'s. Others thought it was not worth taking time out from the Board meeting when there was so much on the agenda to discuss. Mr. Hickman felt these were largely visits of courtesy and that the discussions which the Board had had with M.P.'s up to the present had not been of much significance since they had not resulted in changing any of the Board's decisions. He suggested that members in the Ottawa-Montreal area who were interested should arrange to meet with these and any other M.P.'s at a later date.

On the suggestion of Mrs. Carrothers the decision about the meeting with Messrs. Allmand and Blaker was postponed until later in the day when it would be more apparent what progress was being made on the agenda and how much time would be available the following day.

The Chairman recapitulated the history of the Board's correspondence and negotiations with the Hon. Robert Bourassa, Prime Minister of Quebec and reported that the Secretary had received a telephone call on Wednesday, Dec. 12, from M. Jean-Guy Lavigne, special advisor to the Minister of Education, the Hon. Dr. François Cloutier, saying that Dr. Cloutier had been asked by Premier Bourassa to arrange a meeting with the Board and inquiring when would be a convenient time for such a meeting to be held at Dr. Cloutier's office in Montreal. Mme Raymond, supported by Mr. Mackey, thought it was important that the Board should still meet with the representative of the government of Quebec. Some others were not so sure that the meeting now had much point. However, in addition to Mme Raymond and Mr. Mackey, Mr. Lamontagne, Mrs. Carrothers, Mr. Regimbal and Mr. Fox all indicated they were interested in participating in such a meeting sometime in the new year. The Chairman wished to avoid a meeting early in January and since both Mme Raymond and Mr. Mackey were planning to be away in the latter part of January and early February, the Secretary was asked to attempt to arrange a meeting sometime after February 10th, preferably on a Monday, and inform members about the results of his negotiations with Dr. Cloutier's staff.

(10) Rencontre envisagée avec les chefs de l'opposition

At a previous meeting the Board had voted in favour of meetings with leaders of the opposition parties and asked the Chairman to write letters requesting such meetings. The Chairman apologized for not having carried out the instructions of the Board and explained why, after a great deal of thought, he had decided to postpone acting on this motion until he could discuss it further with other members of the Board. He pointed out that the meetings which had already been held with M.P.'s, including some Ministers of the Government, were with those whose constituencies might be directly involved in or affected by the proclamation of bilingual districts. Since two of the opposition leaders did not represent areas with potential bilingual districts you could not very well discuss problems with them affecting their constituencies.

The Chairman said that frankly, in thinking about the approach to these meetings, he did not know what subjects you would discuss with the leaders without getting into a very delicate situation indeed. It would mean in effect that you would be discussing general problems concerning the Official Languages Act or the bilingualism policy which had not been discussed with members of the government itself by a Board appointed by the government to advise it on the implementation of sections of the Act. He felt you would be bound immediately to get into a discussion in most sensitive areas of national policy which might be embarrassing both to the opposition party leaders and the Board. Mr. Fox said that the Board had made serious efforts to be objective and impartial and he felt that this stance might well be jeopardized if it undertook to have meetings with two opposition party leaders in which general policy matters rather than specific problems of recommending bilingual districts in particular areas were discussed. He asked the Board members to tell him what they would want to discuss with the opposition leaders and how the subject should be introduced if meetings were to be arranged.

Après quelque discussion, M. Monnin a proposé qu'on prenne note des remarques du Président et qu'on ignore complètement les rencontres suggérées avec les trois chefs de l'opposition. D'autres membres du Conseil se sont exprimés en accord avec les opinions du Président et avec la proposition du Juge Monnin. Par conséquent, il était décidé sans proposition formelle ou vote qu'on laisse tomber l'idée de chercher des rencontres avec les chefs de l'opposition. (Le Président a expliqué qu'une lettre a été expédiée à M. Réal Caouette pas comme chef du Ralliement des Créditistes mais à titre de député de Rouyn-Noranda, un endroit qui a qualifié comme district bilingue possible ayant plus de 10% de la langue minoritaire officielle. Dans ce cas on peut dialoguer avec lui concernant les problèmes de sa circonscription. Mais le Secrétaire n'a pas reçu aucune réponse de M. Caouette jusqu'à présent.

A similar letter had been sent to Mr. Trudeau not in his capacity as Prime Minister but as member for Mount Royal. A letter of acknowledgement had been received from a member of his staff saying the letter would be brought to his attention. Nothing further had been heard from his office since.

(11) Position paper prepared by Mrs. Carrothers

The Chairman explained that Mrs. Carrothers had prepared a statement, dated November 15, which had been distributed to members and which expressed in writing her views about bilingual districts. He had added this item to the agenda partly for the record but also in case Mrs. Carrothers or other members of the Board wished to discuss the ideas she had set forth for purposes of clarification. Mrs. Carrothers said she felt the statement stood on its own feet and did not wish to add anything unless other members had questions. Some members said it was a good statement which they were happy to have but there being no further questions or observations the meeting proceeded to the next item on the agenda.

(12) Budget and Staff

The Chairman said he had some items of news about staff to announce. In the first place, the Office Manager, Mme Clairette Pilon, had left on Friday for a holiday in California. Mme Pilon had accumulated a considerable amount of leave and had asked if she could take a month at this time which was agreed by himself and the Secretaries.

Secondly, Mr. Fox said it was with great regret that he had to report to the Board that Col. Morency had told him that he intended to return to the Treasury Board on January 1st so that he would conclude his work with the Advisory Board by the end of the year. The Chairman said he was making this in the form of an announcement rather than an item for discussion because in a long talk Col. Morency had expressed the wish that the Board not try to dissuade him from his decision. However, he told Col. Morency he could not let the occasion pass without saying a few words about his service to the Board.

Mr. Fox reminded members how, immediately after the Board had been appointed in June of 1972, he and the Secretary General, with the concurrence of Mr. Morency, had succeeded in arranging to borrow Mr. Morency from Treasury Board, at no expense to the Council, because they had worked with him during the first Board and knew what his capacities were

and what a great resource he would be in the conduct of the enquiry. The first loan of Mr. Morency's services had been for six months; then they had managed to get a second six months, and finally a third six months. Thus there had been, so to speak, one loan and two renewals. The third loan was up on December 31st, 1973.

Mr. Fox said Mr. Morency had come to the Board in its hour of need and he wanted to tell him how much everyone appreciated his work which in his opinion had been absolutely excellent and outstanding. He paid tribute to Col. Morency's genius for organizing and keeping things moving and recounted some of the stirring and trying episodes from the many trips across the country which Mr. Morency had arranged and taken part in. He also pointed out that Col. Morency had taken over responsibility for organizing and directing the work of the Board at the time of the Secretary's illness early in the year.

The Chairman said he had taken the liberty of suggesting to Col. Morency on behalf of the Board that he accept an invitation for his wife and himself for dinner with members of the Board who were free at the time of the next meeting early in the new year.

Mr. Fox then asked Mr. Savoie to act as Chairman while he proposed the following motion for the consideration of the Board and for the official minutes. "I hereby move a vote of thanks, esteem and great gratitude to Col. Roly Morency, our Associate Secretary, for his tremendous work for us beyond the call of duty, for his courage under fire, under threat of disintegration and indigestion, in perils in the air, on the land and at sea, where we frequently seemed to be, and I hereby propose that Col. Morency be awarded a first Bilingual Districts Advisory Board medal for distinguished service and valor, the ribbon to be worn for this award, I believe, is to follow the colours in Don Cartwright's maps, that is orange and green, symbolizing the two great forces in Canadian history, divided by a bar which has always brought these two groups together when things have been tough, and I think that this element of consolidation is the element Col. Morency has represented in our Board." The motion was seconded by Mme Raymond and carried unanimously with the expressed approval of all members.

At the Chairman's invitation, Mrs. Carrothers said she would like to add that it had been a great joy to work with Col. Morency and to tell him how much she personally would miss him. He had demonstrated such kindness, thoughtfulness, courtesy, unfailing charm, and efficiency, all of which had been greatly appreciated.

Mr. Morrison said that while he would not be voting on the resolution he asked the permission of the Chair to add his expression of appreciation to those of the Board members for the way in which Col. Morency had carried out his duties, and in particular, for the way in which he had taken on full responsibility for the work, not only during the winter when he had been away ill but subsequently when he had nominally been back on the job but in reality had not been able to work at full capacity. He said that when the Chairman and himself had persuaded Roly and the Treasury Board management that Col. Morency should be seconded to the Advisory Board no one had any idea that the General Secretary would be suddenly stricken at a pressing stage of the inquiry and that the whole load would fall on the Associate Secretary for a period of several months. He expressed his admiration for the way in which Col. Morency had accepted the additional responsibility and carried out the work under difficult circumstances in such a conscious and efficient manner.

En réponse aux mots du président et des autres, le Col. Morency a dit que: "C'est un peu embarrassant. Je suis touché de l'expression d'estime et de l'appréciation que vous m'avez donnés. Je vous en remercie infiniment tous et chacun. J'ai eu beaucoup de plaisir à travailler avec le Conseil. C'était une expérience très enrichissante pour moi et de laquelle je garderai un bon et heureux souvenir. Merci infiniment."

The Chairman asked the Secretary General to report on the state of the budget. Mr. Morrison explained that the estimated expenditures by the Board for the current fiscal year had put at \$205,000 with the idea that the work would be wound up by the end of the calendar year, that is December 31st, 1973. However, this expectation had not been realized, therefore additional funds would be necessary for the remainder of the fiscal year. According to the accounts kept by the Finance Division of the Secretary of State Department, the Board had spent \$178,000 to the end of November. This represented an actual expenditure of \$29,000 in October and \$22,000 paid out in November.

If spending continued at about the same rate, by the end of December the Board would have spent between \$200,000 and \$205,000 with the result that there would only be \$2,000 or \$3,000 left in the original estimates. Mr. Larry Lafleur, Director of Finance, had told the Secretary in discussion about the situation that there were available funds in the Secretary of State total budget for bilingualism which could be transferred to cover the expenditures of the Board for the remainder of the fiscal year. He had brought this to the attention of the Under-Secretary and Assistant Under-Secretary of State in his October financial statement as a result of conversations earlier with the Secretary General of the Board. Mr. Morrison had also subsequently had conversations with Mr. Peter Roberts, Assistant Under-Secretary of State on this matter who had agreed to seek the necessary authorizations.

Mr. Lafleur had estimated that if expenditures continued at roughly the same rate by the end of March the Board would have spent between \$255,000 and \$260,000. Mr. Morency's detailed calculations indicate that the total expenditure might be somewhat less than this but in order to cover any possible unforeseen contingencies and to avoid making an additional request later the Secretary General had suggested that the Board should ask for around \$70,000 for the last quarter of the current fiscal year.

There was a second budget problem since it was highly likely that the work of the Board would continue into the new fiscal year beginning April 1st, 1974. Even with the most optimistic estimates it was unlikely that the report would be ready for submission to the Governor-in-Council before the end of April or early May and the Secretary was of the opinion that it was more likely to be toward the middle or even the end of May. Therefore the Board would need funds in the first quarter of the next fiscal year. It would also mean extending the contracts of staff from December 31st to the end of May or June, 1974, except those of Messrs. Cartwright and Morrison which had been drawn up until the end of March 31st, 1974, and these also probably should be extended another three months. In any case contracts could be terminated on a week's notice on either side in case of necessity.

There did not seem to be any problem about either covering additional expenditures or extending staff contracts except the paper work to get the necessary authority. In conversations the Secretary had had

with senior officials of the Secretary of State Department there had been no suggestion of criticism or impatience concerning the extent of time or cost occasioned in completing the work of the Board. He had pointed out to the Chairman that in his opinion one of the side effects of meetings with ministers and M.P.'s had been an awareness on their part of the complexity of the work. Indeed some M.P.'s had commented on what a tough job the Board had been given and it had even been suggested in one meeting that there should be an extension of six months in order to enable the work to be properly completed. The Secretary said that, based on his previous experience, he felt members could be confident that in all fairness and objectivity, the inquiry had not in any sense been extravagant or wasteful. On the contrary, in view of its scope, and in comparison with other similar undertakings, it had been conducted with a relatively small staff and on very reasonable financial terms. The Chairman agreed that the extension of time and cost for the enquiry was reasonable and did not seem to present any special problems.

(13) Position paper prepared by Dr. Lamontagne

This was an item added to the agenda which the Chairman asked Dr. Lamontagne to explain. The latter outlined briefly the reasons which had led him to draft the paper including some of the questions raised in discussions with Members of Parliament such as Mr. Breau and others from New Brunswick. It was also an effort to find some way to resolve the problems and differences with which the Board had been struggling. The Chairman said he felt it was an excellent paper which put the emphasis on the different approach and which merited careful consideration and discussion. He suggested that members might like to take time to read it over lunch and give the matter some thought before coming back to discuss the proposals advanced by Dr. Lamontagne. However, members of the Board immediately launched into an extended discussion of the meaning and merits of the new approach for determining bilingual districts and services outlined in Dr. Lamontagne's paper.

Mr. Savoie said he understood that Dr. Lamontagne was suggesting that bilingual districts should be based on municipalities and he wondered exactly what Mr. Lamontagne meant by that. Dr. Lamontagne replied that he intended municipalities as defined by the law. The boundaries are there, as for example in the case of Edmunston.

Mr. Savoie raised some questions about how this idea would be applied in practice in New Brunswick. Previously, recommendations for bilingual districts in New Brunswick had been based on the traditional county boundaries which were well-known and recognized but he pointed out that county municipal councils had been abolished and if you were going to base bilingual districts on municipalities now you would have to use cities, towns or villages with which Mr. Lamontagne agreed. Thus you would have Moncton, Dieppe and other incorporated centres but there were other people in the county of Westmorland outside these centres who would not be excluded. Mr. Savoie said perhaps the suggestion could be applied more easily in some regions of the country but not in others where there would be difficulties.

In reply to a question from Mr. Hickman, Mr. Cartwright demonstrated, using maps, how the approach might possibly work out in several provinces including New Brunswick, Quebec, Ontario, Manitoba and Saskatchewan. In his opinion, the definition of municipalities was vital. He himself tended to use the term "urban centres". If you used municipalities, or urban centres, the surrounding rural areas would not be in a bilingual district per se but would be part of a bilingual district because people would go to those centres for their services. He cited as an example the case of Zenon Park-Arborfield, Sask. He pointed out that generally the strongest association of language of the home to mother tongue is in the rural areas and the weakest links are found in urban centres which is where the strongest reinforcement is needed. He said the minority language population percentages i.e. over 10%, would apply in the case of many municipalities but not in some others, as for example Newcastle and Chatham in New Brunswick.

Adopting Dr. Lamontagne's approach using municipalities Mr. Cartwright explained that you could say the bilingual district of eastern New Brunswick is made up of the municipalities of such and such - which would then be listed. The services would be available to minority groups in surrounding areas from these centres, as Dr. Lamontagne stressed, under section 9(2) of the Act. Although the method presents some problems Mr. Cartwright said he could see a number of merits in this kind of approach. What it does is to eliminate drawing boundaries on the map delimiting territories. The boundaries are those constructed by the municipalities themselves which would change as the municipality expands or contracts. He cited

a recent study of Eastern Ontario by a Geographer, Mr. Ray, which demonstrated on the basis of a survey the preference lines for various services. This study noted the actual movement habits of rural people to towns and the facts that French-speaking people would go some distance to particular municipalities for the services of French-speaking professionals etc. The study showed the centripetal force of a community in the surrounding area.

Mr. Savoie said that Dr. Lamontagne's approach would leave out large areas in New Brunswick and therefore it was totally unacceptable. He regarded it as a retrograde step. Mr. Monnin referred to some of the smaller rural municipalities for which the idea might be acceptable, but for others it would be impossible. Mr. Monnin said you could not apply this concept uniformly across the country because the municipalities were different in different provinces. In the prairies you had six different kinds of municipalities to consider. He concluded that it would be absolutely impossible in Manitoba and unworkable in Saskatchewan. Mr. Regimbal, in discussing the situation in centres in Ontario, raised questions about the administrative problems and pointed out that the municipalities are creations of the provinces. He was very doubtful about the acceptability and workability of the scheme.

Mr. Mackey on the other hand felt that the advantages outweighed the disadvantages. He pointed out that the Act requires provision of services. He felt that Dr. Lamontagne's approach would be of more benefit to the minorities because it would take into account the movement from rural areas to urban centres and would help counteract the tendencies to assimilation. In his view there was a lot to be said for this proposal which was a realistic one. It would combine the use of both section 9(1) and 9(2). Mrs. Carrothers also felt the proposal had a lot to recommend it and said she would go along in support of the approach suggested by Dr. Lamontagne.

It was decided to adjourn at 5:30 p.m. on Sunday afternoon and 4:00 p.m. on Monday afternoon.

12:40 p.m., the meeting adjourned for lunch.

14h40 dimanche, le 16 décembre 1973

III - 13. Proposition de M. Lamontagne sur la "désignation de districts bilingues fédéraux" (continuation)

Suivant la discussion en avant-midi du concept présenté par M. Lamontagne de considérer les juridictions municipales comme base des régions bilingues à recommander, le président invitait les membres à offrir tout autre commentaire ou opinion qu'ils voulaient faire valoir.

M. Lamontagne ajoutait lui-même que sa proposition avait pour but non pas de compliquer davantage une situation déjà assez complexe mais plutôt d'offrir une solution de compromis pouvant reconcilier les idées divergentes ou opposées qu'il croyait déceler.

M. Morrison exprimait l'avis que la proposition offrait des possibilités dans certains cas du moins, sinon pour tous les districts à l'étude. Pour sa part, M. Monnin demandait à savoir si l'idée serait applicable à la région de Montréal et Mme Raymond soulignait que Montréal compte au moins 22 municipalités dont quelques-unes n'atteignent pas le critère de 10% de minorité.

M. Regimbal dit ne pas voir cette proposition comme une alternative possible, faute peut-être de la bien comprendre.

Selon les recommandations qui seront faites à l'égard de l'application de l'article 9(2), M. Mackey croyait que la proposition pourrait être utile et il préférerait attendre l'item IV-2. de l'ordre du jour, à savoir, les recommandations à faire à l'égard des centres métropolitains tel Montréal, avant de se prononcer.

IV - Provisional decisions

1. Report by Dr. Cartwright on statistics for part of Northern Ontario and provisional decisions for that area

The Chairman reminded Board members that a provisional decision concerning the western boundary of the Northern Ontario area had been postponed at the previous meeting to seek further information about the isolated areas between Nakina and Thunder Bay and to determine the possibility of their inclusion in this large district. There was also the need to find a suitable name for this district.

Dr. Cartwright reviewed the southern, eastern and northern boundaries decided at the last meeting and submitted the statistics requested for the area under consideration. That part of Thunder Bay census division would add 134,485 to the total population including 6,085 or 4.5% of F.M.T. However, when added to the area previously agreed to, with its 28.4% F.M.T. population, the new percentage of 23.9% F.M.T. made it still acceptable.

Notant le très bas pourcentage de la population de langue française de la cité de Thunder Bay (2.2%), le Père Regimbal était d'avis que la proposition ne serait valable néanmoins qu'à la condition d'inclure cette cité d'où émane la grande partie des services fédéraux et une influence culturelle importante pour les centres qui en dépendent.

M. Hickman croyait cependant qu'un tel geste lui semblait artificiel, une manipulation, et sûrement une exception à la règle acceptée pour les autres districts. Prévoyant la réaction possible, le Père Regimbal était aussi d'avis que de créer un district bilingue de cette région ne créerait pas de problème mais de ne pas le faire pourrait en susciter, compte tenu de l'image d'appartenance dont jouit la population francophone de l'endroit avec celle de la région de Sudbury-Nipissing.

M. Fox abondait avec M. Hickman sur le danger d'amoindrir la crédibilité du Conseil par des propositions qui paraîtraient tendancieuses.

M. Lamontagne, par ailleurs, croyait qu'il serait possible d'éviter de faire de la dentelle et d'enrichir le pourcentage de la concentration francophone en ayant recours au système qu'il avait préconisé. Il suffirait d'identifier six ou sept municipalités à haut pourcentage.

Le Père Regimbal, appuyé de Mme Raymond, proposait que cette partie de la division de recensement de Thunder Bay décrite par M. Cartwright soit ajoutée à celle déjà établie pour le Nord ontarien. Adopté.

(En faveur 8, absent 1)

A la suite de cette décision provisoire, le président invitait les commissaires à choisir un nom approprié à l'ensemble des régions du Nord ontarien, soulignant qu'avant l'ajout de la dernière décision, M. Cartwright avait suggéré Sudbury-Nipissing et que le Père Regimbal avait de son côté proposé le titre de Laurentien.

Le Père Regimbal ajoutait que l'ensemble des gens de la région s'identifiait au nom Laurentien plus qu'à tout autre nom des comtés. Sudbury ou Thunder Bay en tant que nom du district comprenant plusieurs comtés donnerait une fausse impression.

Nombre d'entreprises et institutions de la région ont déjà adopté ce nom de Laurentien dont l'université.

Il est donc proposé par le Père Regimbal, appuyé de M. Lamontagne, que le district soit nommé Laurentien. Adopté. (En faveur 8, absent 1)

IV - 2. Recommandation à l'égard des centres métropolitains tel Montréal

Le Président rappela aux commissaires qu'aucune décision n'avait été prise à propos de Montréal non plus qu'à l'égard des grands centres urbains dont la minorité, quoique importante, n'atteignait le critère de 10%. Il invitait M. Mackey à entamer la discussion et présenter le document qu'il avait préparé sur cette question.

M. Mackey soulignait d'abord qu'il avait omis Montréal dans son exposé anticipant que ses collègues voudraient peut-être en faire une étude indépendante, compte tenu de son pourcentage de plus du 10% de minorité.

Dans son document, il s'était attardé aux villes relativement importantes à cause même du chiffre absolu de la population de langue française dont il faisait le critère de sa proposition.

Dans une intervention, le Père Regimbal disait avoir aussi étudié les possibilités de traiter des centres importants et qu'il avait pour sa part considéré le total de la population en tant que critère et qu'il avait fixé son minimum de population à 250,000. Le but principal était d'atteindre les centres offrant la majorité des services fédéraux et, sans vouloir en restreindre le nombre, s'assurer que ces agglomérations auraient la connotation de centres métropolitains.

Poursuivant son topo, M. Mackey déclarait qu'à son avis, le nombre absolu de la population minoritaire avait plus de valeur, évidemment, que le pourcentage, puisque déjà il était reconnu que le critère de 10% ne pouvait s'appliquer.

Dr. Cartwright was then invited to discuss a study made at the request of Dr. Mackey on the language-related questions, for certain specific areas, and indicating clearly the magnitude of change:

a) Population of French ethnic origin

b) Population of French mother tongue

c) Language most often used in the home

d) Unilingual minority population

A number of factors were given as possible contributors to this change, including the areas of influence, concentration, size, homogeneity and other assimilation features. This appeared to indicate a need to protect the minorities of large urban areas.

If the Board wishes to give the protection of section 9(2) of the Act to these minorities, Dr. Mackey felt certain definitions would be required. In his view, the 5,000 minority population cut-off point used in the Finnish system was quite reasonable and the qualifying cities should be named in the report for the application of the provisions of section 9(2).

Mr. Morrison commented that, although acceptable in the case of English-speaking areas, Quebec might offer a different picture. Dr. Lamontagne suggested that the formula of the absolute number of the minority population and the total population could possibly be combined to arrive at a suitable solution.

M. Savoie se déclarait favorable à l'idée d'assurer les services dans le plus grand nombre possible d'endroits incluant Halifax et aussi les capitales provinciales et qu'il faudrait, en conséquence, trouver une formule ou chiffre absolu qui le permet. M. Hickman ajoutait qu'au moins une cité, la capitale si nécessaire, devrait être incluse pour chacune des provinces puisque c'est là surtout que se retrouve la majorité des services.

Taking note of the listing of federal offices submitted by Mr. Morency, the Chairman indicated that many cities, not included in Dr. Mackey's list of probable centres offered many services and that little in fact was found in the bilingual districts proper.

Puisque c'est l'application de l'article 9(2) qui était en question, M. Savoie suggérerait d'inclure les capitales provinciales en plus des centres ayant une population minoritaire de plus de 2,000. M. Hickman croyait par ailleurs qu'un nombre relatif, compte tenu des circonstances, serait plus approprié.

M. Morency soulignait qu'une étude de la situation des bureaux principaux ou régionaux indiquerait la concentration de ces bureaux dans certains centres et que ceci reconnaissant l'existence des districts bilingues comme demande importante pourrait offrir les services requis. Pour madame Raymond, la demande importante est la clef du problème et pour cette raison le nombre absolu de la minorité est donc de première importance.

Il était finalement suggéré par le Père Regimbal qu'une étude soit faite rejoignant les trois critères déjà identifiés, soit le nombre absolu de la minorité, le nombre de la population totale et les centres ayant les bureaux principaux.

Dr. Hickman, seconded by Mr. Savoie, moved that the Board recommend that the provisions of section 9(2) be made to apply in all provincial capitals and major cities where there is a 2,000 official language minority not already included in a bilingual district, federal services being offered to the minority of those cities and nearby bilingual districts. Carried.

(7 in favour, 1 abstention, 1 absent)

VI - Review of preliminary drafts of provincial introductions

The Chairman suggested that no time be spent on this item during the current meeting but that members study those provincial introductions already circulated or soon to be: Mrs. Carrothers' on Alberta-Saskatchewan, Dr. Lamontagne's on Ontario, his own on the Maritimes, Miss Duckworth's on Nova Scotia-Newfoundland and Dr. Savoie's on New Brunswick-Prince Edward Island.

VII - Comments on preliminary draft of the general introduction

Mr. Fox stated that he had not yet added to what was previously distributed as he had been awaiting the final decisions.

VIII - Suggested plan of work re preparation and submission of Report

Mentioning a plan of work and critical path network prepared by Mr. Morency and related comments by Mr. Morrison, the Chairman said that a revised plan would have to be developed following the meeting, based on the availability of members for future meetings and other considerations.

IX - Letter to Secretary of State and Treasury Board re release of Report

The Chairman outlined the need to consult with both the Secretary of State and Treasury Board Departments on the kits to be prepared for release to the media and to coordinate the press conference that would follow the tabling of the Report in the House.

IV - Provisional decisions (cont'd)

3. Montreal

The Chairman reminded members that it had been agreed that Montreal should be discussed separately to arrive at a provisional decision, and proposed that the question be then debated. However, Mr. Savoie suggested that the question of Montreal be postponed to Monday morning as a first item, and it was generally agreed to discuss the subject of "other recommendations".

V - Final decisions re recommendations:

3. Other recommendations

Among other proposals, the Chairman referred to the suggestion of Dr. MacGuigan, MP for Windsor-Walkerville, to have a permanent quasi-judicial body to research and keep abreast of the developing situation in proclaimed bilingual districts. However, this theme had not been fully explained or understood by those present and would require further consultation.

Faisant pas arrière, M. Lamontagne rappelait une proposition antérieure d'un bureau de quelque trois personnes capables de tenir à date les statistiques reliées aux districts bilingues choisis ainsi que des mouvements démographiques les affectant. Ce même groupe pourrait de plus mieux faire connaître les décisions et politiques établies à l'égard des régions minoritaires. M. Mackey ajoutait une autre dimension du problème, à savoir le besoin d'une agence capable de poursuivre le travail du Conseil et présenter au gouvernement un instrument jusqu'ici absent. Le Père Regimbal soulignait que l'éducation du public en matière de bilinguisme devrait être une des responsabilités premières d'une telle agence. M. Lamontagne suggérait alors qu'une autre rencontre très prochaine avec le Docteur MacGuigan afin de mieux développer cette idée. M. Morrison ajoutait à cette suggestion celle de revoir aussi M. MacDonald, Membre du Parlement pour Egmont, qui avait ébauché l'idée d'un Conseil consultatif régional pouvant assister le gouvernement dans son application des mesures envisagées.

M. Morency disait voir le rôle du Conseil du Trésor comme moniteur de la prestation des services fédéraux dans les deux langues officielles, des obligations du fonctionnaire tout autant que de la préservation de ses droits, le tout étant orienté vers le fonctionnaire plutôt que vers le public. Peut-être y avait-il lieu de concevoir un groupe tel celui suggéré qui serait préoccupé davantage du public mais il croyait qu'il serait difficile de lui reconnaître des prérogatives quasi-judiciaires.

Finalement, M. Lamontagne acquiesçait à la requête du président de revoir M. MacGuigan et de faire rapport

Le président ajournait la séance à 17h35.

9:10 lundi, le 17 décembre 1973

The Chairman welcomed Ms. Duckworth to the meeting and reported that they had reached item IV (2) of the agenda before adjourning the previous evening.

IV Décisions provisoires (continuation)

(2) Recommandations à l'égard des centres métropolitains tel Montréal (continuation)

The Board began consideration of the recommendations it should make in regard to the metropolitan region of Montreal in the light of the discussion and provisional decision it had adopted the previous day about large metropolitan centres generally.

M. Monnin propose, approuvé par M. Hickman, que la région métropolitaine du recensement de Montréal soit déclarée un district bilingue.

Discussion

There was a discussion about procedural questions and what the resolution would mean if adopted or defeated, particularly in the light of the motions proposed at the Val David meeting and the meeting the previous day. Mr. Lamontagne asked if any decision taken now would be subject to change in the light of new facts or considerations, for example arising out of the proposed meeting with the Hon. Dr. Cloutier concerning Quebec. The Chairman pointed out that this was still a provisional decision and therefore subject to confirmation or change later. The Chairman explained that the motion which had been defeated at the Val David meeting had been that there be no bilingual districts in Montreal and therefore there was in effect no motion or decision concerning Montreal and the question was still open. If the present motion by Messrs. Monnin and

Hickman was carried this would mean the Board had decided provisionally to recommend Montreal as a bilingual district. If the motion was defeated this would mean that Montreal could be included under the decision adopted the previous day concerning large metropolitan centres or it could be treated separately or it would be possible to introduce new motions concerning parts of the census metropolitan region.

Mr. Mackey, Mme Raymond and Mrs. Carrothers gave the reasons why they proposed to vote against the resolution and Mr. Savoie said why he intended to vote for the motion. Mr. Mackey was voting against principally for two reasons. First that the services already existed in English in Montreal and the English population there was well protected. Further, it was evident that the declaration of a bilingual district would provide very little or perhaps nothing more than already existed and for that one risked displeasing the English minority but more importantly ran the danger of "un soulèvement" of the French-speaking majority in Montreal and of engaging in a quarrel with the government of Quebec. Mme Raymond said qu'elle votait contre la résolution parce que c'était un test de demande importante à travers le Canada. S'il n'y a pas une demande importante à Montréal il n'y en aurait pas ailleurs.

Mrs. Carrothers was also voting against the motion for the reasons stated by the Quebec members. There was no need to protect the minority and further she felt it was not only unnecessary but unwise to exacerbate the socio-political situation in the province. Further she pointed out that Mr. Smith of the Department of Justice had said it was never intended in drafting the Act that the same criteria should be applied across the country or that there should be comparability between bilingual districts.

Mr. Savoie said he was voting for the motion because of the fact that there was an English official language minority population in the Montreal region of the order of a million people and that he felt the Federal Government had the duty to protect the rights of this minority in Quebec the same manner as it protected the rights of the French language minorities

of about the same total population size outside Quebec. Because the services were already there it meant that there would be little disturbance and little change but he was convinced that the government must adopt the same policies in relation to the different minorities across the country. Therefore, he was supporting the proposition to recommend the Montreal region as a bilingual district.

In calling for the vote the Chairman declared the motion defeated. (Four votes in favour and five against) ✓

M. Monnin propose, appuyé par M. Savoie, que les Iles Jésus et Montréal soient recommandées comme district bilingue.

Motion defeated. (Four votes in favour, five against)

M. Monnin propose, appuyé par M. Savoie, que l'Ile de Montréal soit recommandée comme district bilingue.
Proposition défaite. (Quatre votes en faveur, cinq opposés)

M. Monnin propose, appuyé par M. Savoie, que la partie ouest de l'Ile de Montréal, commençant à la rue St-Laurent, soit recommandée comme district bilingue.

Motion was changed with the agreement of the mover and seconder, to refer to the west part of the Island of Montreal from the green line on the map designating the census tracts, roughly following Bleury Street.

Discussion

Mr. Savoie explained that while he seconded the motion for the sake of having it put to the vote that he was not in favour of dividing the Island of Montreal for the same reasons he opposed the division of New Brunswick; therefore he would vote against the motion. Dr. Hickman was voting against the motion because he said the worst possible solution would be a découpage of Montreal. The Chairman commented that this was one thing on which practically everyone the Board had consulted had agreed: that it would be a mistake to cut up Montreal into a number of districts.

Motion defeated. (One vote in favour, eight votes against)

At this point the Secretary reported that as requested he had informed the office of the Solicitor General, the Hon. Warren Allmand, that the Board had decided it

would be unable to meet with him and Mr. Rod Blaker at 11:30 a.m. Mr. Allmand's secretary said that he would be occupied with a Cabinet Committee meeting from 3:00 until 6:00 p.m. and therefore would not be able to meet members of the Board later in the afternoon. But she assured Mr. Morrison that Mr. Allmand would still like to meet with the Board for discussion about bilingual districts in Montreal.

There being no further propositions concerning bilingual districts in the Montreal region the Chairman asked the members if they had any specific proposals about how they would like to treat Montreal.

Mme Raymond propose, appuyé par le Père Regimbal, que Montréal tombe dans l'intérieur du traitement qu'on a donné aux grandes villes du Canada, c'est-à-dire, sous section 9(2) de la Loi concernant la demande importante.

The Chairman explained that the Board was considering a motion which placed Montreal in the same category as other large metropolitan centres under the resolution proposed the previous day by Messrs. Savoie and Hickman. Mr. Lamontagne wanted to know how this would be treated in the report. He was against putting Montreal in the same category as other large centres because it was an exception or a special case. He felt it was important to deal fully with the reasons or justifications for the treatment recommended for Montreal. Montréal, ce n'est pas du tout la même chose que les agglomérations urbaines.

Mme Raymond agreed that it was very important to explain fully the reasons for the decision taken. Mr. Hickman said that it had been agreed that the report would give "les pour et les contre" for the decisions and in view of the split vote he felt it was particularly important that reasons for and against the decision taken about Montreal should be fully presented.

The Chairman said that as far as he was concerned in writing the report there was no intention to sweep Montreal under the rug or to put it in the same bag as all the other large cities. The report should also present all the evidence as well as the decision and the reasons for and against. But Mr. Lamontagne was concerned that the way the motion was worded did in fact put Montreal in with all other large cities and he was against this.

Mr. Mackey felt that there should be a special section on Montreal in which all the arguments would be advanced. Mme Raymond had proposed a separate motion that Montreal should be dealt with under section 9(2) because she considered it a test case about "demande importante"

(significant demand) for the whole of the country but she felt that Montreal should be dealt with in a separate section or chapter.

Judge Monnin said that in the light of the vote against the proposal to recommend Montreal as a bilingual district he intended to write his own minority report on Montreal anyway and did not want someone else writing his views.

The Chairman explained his thinking about how he intended to draft the report and said that what he wanted from members of the Board was direction about how to treat Montreal - whether in the same context as other cities or as a separate case. He said the motion on the floor proposed that Montreal should be treated along with all other urban centres in Canada having a minority language population of more than 2,000 persons. He said that the logic of the report was such that he had intended to deal with Montreal under Quebec and wanted to know if this was acceptable to the members. He asked for the sense of the meeting. It was suggested that you could do both things; include Montreal in the category of urban centres under 9(2) and yet treat it as a special case.

After further discussion the Secretary said that he was not at all clear what the sense of the meeting was. He said that if you looked at a list of the cities where 2,000 or more mother tongue minority population existed as defined in the motion adopted the previous day, you would find such centres in Ontario alone as London, Oshawa, Kitchener, Sarnia, Guelph, etc. He doubted whether in the final analysis the government would regard the demand there as being significant or important, especially if you look at the figures of language most often spoken and official language (i.e. French only). Whereas in the case of Montreal it was clear beyond any doubt that there was significant demand and that it was feasible to provide services in the minority language. Montreal clearly met the two conditions laid down in section 9(2) by any standards you applied and therefore the federal government would have a duty to provide the services in the minority as well as the majority language. He felt that to include Montreal in such a list of other urban centres across the country with insignificant or very small minority language population would simply be ludicrous, unrealistic and not at all credible.

Mme Raymond said that her original motion had simply been that Montreal should be considered under section 9(2) but she felt that some comparison should be made with Toronto. Mr. Mackey felt that the two approaches were not mutually exclusive and that you could discuss Montreal as a special case while at the same time relating it to other centres under 9(2).

Mr. Lamontagne said no comparison with other cities was possible since Montreal had 26% of the minority group and it had to be explained why the Board did not recommend Montreal as a bilingual district. Montreal was not at all the same as Toronto. In Montreal the percentage is overwhelming and the services are already there, thus Montreal is a special case and if it is explained in these terms he felt it would be acceptable. He was against mixing it into the same bag as all the other cities.

Mr. Mackey felt that this was a valid point. He felt that the blanket recommendation re urban centres might have been a little stricter or more selective and realistic. Montreal was the only city in the whole list which could possibly be considered as a bilingual district. Mr. Hickman said that was why it had to be treated as a special case. Mr. Lamontagne suggested the Chairman should deal with Montreal under Quebec and deal with the other capitals and large cities under their own provinces.

Father Regimbal made a statement about the nature and special role of urban agglomerations which he felt all belonged to the same Canadian community and because of this the government should provide services in both official languages in all these centres across the country. Capitals and large cities have a special vocation of service and should be treated in the same way whether they be Montreal, Toronto, Winnipeg or others. Thus he would prefer to see Montreal fall into this general category.

Mr. Hickman said he had mentioned two factors about urban centres; 1) the services and 2) the number of the minority population. He felt both these factors had to be taken into consideration.

Mr. Mackey had proposed a cut-off figure of 5,000 because he felt that 2,000 was too low. There is generally a much wider difference between the language of the home and the mother tongue in urban centres than in rural areas. Consequently in the centres with very small minorities i.e. 2,000 - 5,000 there would be very insignificant demand with only a few hundred normally speaking the language at home and even fewer unilinguals. The Chairman said the Board could come back to the minimum figure later when they arrived at final decisions.

The President urged a conclusion to the discussion by taking a vote on the motion. He restated the motion moved by Mme Raymond and seconded by Father Regimbal that Montreal be treated in the same category as other large centres. However Mr. Mackey said this was not Mme Raymond's intention and that she wished to go back to her original motion that Montreal be treated under section 9(2) but in comparison with other cities. After discussion, Mme Raymond said that she would like to have these two elements voted on separately in two different motions. Father Regimbal who had seconded the original motion also agreed to withdraw it.

Moved by Mme Raymond, seconded by Mrs. Carrothers, that Montreal be dealt with under section 9(2).

Motion carried. (six votes in favour, two votes opposed, and one abstention)

Moved by Mme Raymond, seconded by Mr. Mackey, that Montreal be dealt with in the report under Quebec and that reference be made to other large cities.

In discussion Ms. Duckworth said she felt this motion was unnecessary and Mr. Hickman stated that he thought the Board would be forced to make a reference to other large urban centres in the general introduction, many of which have in fact very little to do with bilingual districts as such. Father Regimbal insisted on treating Montreal along with the others. He did not agree with the way things were expressed in the two propositions.

Mr. Mackey felt that there was not agreement about the interpretation of the motions and attempted to clarify them. His understanding was that in the general introduction there would be a reference to large urban centres in which Montreal would be mentioned. Then in the section on Quebec there would be a discussion of Montreal in some detail in the course of which there would also be some comparison of Montreal with other cities. Mme Raymond agreed with this interpretation.

Motion carried with five votes in favour, two opposed and two abstentions.

V - Décisions finales au sujet des recommandations à faire

(1) Pour les districts bilingues

British Columbia

Moved by Mr. Monnin, seconded by Mr. Hickman that no bilingual district be recommended for the province of British Columbia.

Motion carried unanimously (9 votes in favour)

Alberta

Before proposing any motions, Mrs. Carrothers said she would like to make some comments in order to secure the reactions of other members. A propos the proposal in Mr. Lamontagne's paper that municipalities be used as

the basis for the creation of bilingual districts she said that if the Board was prepared to consider some municipalities in some areas of the country she would like to propose the towns of St. Paul and Bonnyville in Alberta as bilingual districts. After much thought and discussion she had come to the conclusion that this would be a much more satisfactory solution to the needs and problems of that area than the provisional recommendation. She said the use of these two towns would avoid drawing lines on the map, avoid alienating other important ethnic groups in the region and would follow the suggestions of some Franco-Albertans that municipal entities be used as centres from which to provide services rather than drawing boundaries around large territories.

It was suggested that this proposal was in effect concentrating on services and ignoring people but Mrs. Carrothers contended that the people were not being ignored. Mr. Monnin said that this approach would defeat the whole purpose of bilingual districts. It was not just a question of federal services that was involved but other things as well including schools. He wanted to make sure that people could say "I live in a bilingual district". Mrs. Carrothers said that the purpose of bilingual districts as outlined in the Act was to provide services. Father Regimbal however raised the whole question of the morale of small minority groups. Mr. Savoie supported Father Regimbal's idea and said that it was much more important for the minority population to live within a district and to have a special status. Mrs. Carrothers insisted that many people in Alberta including some Franco-Albertans don't want lines drawn on the map but they do want services provided in both official languages where they are appropriate and needed and the offices of the federal departments and agencies supplying services in the main are found in the towns and cities.

The question of what was being included or excluded was raised. Would people be left in or out? What services would be provided? Col. Morency said you would be leaving out all the little Post Offices but others pointed out that the Act refers only to Principal Offices. Mr. Morency thought you should be increasing the frontiers rather than reducing them to the boundaries of towns. Mrs. Carrothers said that not all Canada has the same mentality as members of the Board and many people don't view areas drawn on the map in the same way.

There was discussion about how such districts would be designated, by towns or municipalities as two or three separate bilingual districts, or would they be linked together to form one. Mr. Monnin said that if you followed this idea of using municipalities for districts you would have to recommence the work all over again and it would take another six months. But it was pointed out that in some parts of the country, including Manitoba and Ontario, the Board has already made provisional decisions in favour of designating municipalities as bilingual districts.

It was suggested by the Chairman that a decision on this matter would be determining a principle which would have to be applied elsewhere if you wished to be equitable. But other members asked why it was not possible to have different proposals for different areas to meet different situations and needs. The Board did not necessarily apply the same approach everywhere, and in fact the Board had already used distinctly different approaches in different provinces, particularly in the case of Quebec compared with the rest of Canada. Some felt that a reconsideration on the basis of municipalities at least in some parts of the country would not cause much delay if any at all.

Moved by Ms. Duckworth, seconded by Mrs. Carrothers that a bilingual district be recommended in Alberta composed of the municipal corporations of the towns of St. Paul and Bonnyville to be called St. Paul-Bonnyville.

There was further discussion about whether the adoption of this resolution would mean that all other areas would have to be reconsidered. Mr. Lamontagne pointed out that the use of municipalities as bilingual districts was provided for in the Act. Mr. Mackey said the Board had tried to include as many people as possible and it would be a big operation to re-do recommendations about all areas. He was supported in his opposition to reconsideration by Mr. Monnin.

Mr. Savoie moved, seconded by Mr. Monnin that the motion be amended to add to the St. Paul and Bonnyville municipalities all the area originally contained within the boundaries of the district proposed by the Board in its preliminary decision.

The amendment was carried. (five votes in favour, two votes opposed and two abstentions)

The motion as amended was carried. (five votes in favour and four abstentions)

Mrs. Carrothers pointed out that over an eighteen month period several members of the Board had been unhappy with the kinds of definitions that were being used and had been trying to find some other solution which would be more satisfactory. She expressed her dissatisfaction about being cut off just for the sake of being cut off.

Mr. Morrison asked whether, in the case of a split vote, such as the one just taken, in which half the Board voted for a motion and almost half abstained, a description of the alternative proposals would be included with the reasons (pro and con) for both. The Chairman said that this was the intention. Mrs. Carrothers noted that people in these towns had not been consulted about the possibility of recommending incorporated municipalities as bilingual districts. The Chairman said he had noted Mrs. Carrothers' proviso and would include it in his draft. Mrs. Carrothers said she intended to propose three different solutions for the three possible areas in Alberta because she felt the situation was different in each case and called for different treatment.

Moved by Mrs. Carrothers, seconded by Mr. Monnin, that the provisional decision to recommend the Falher-Peace River area as a bilingual district be confirmed but that the eastern boundary of the proposed district as outlined on the map be revised to follow the census subdivision lines of #17 I.D. (part). (Note, I.D. = Improvement District.)

Moved by Ms. Duckworth, and seconded by Mr. Mackey, (for purposes of discussion), that the motion be amended to read that the bilingual district of Falher-Peace River consist of the incorporated towns of Falher, Girouxville, McLennan and Peace River.

Discussion

Ms Duckworth had a query about whether the towns of Falher and Peace River could not be named as constituting the bilingual district in a manner similar to that proposed by Mrs. Carrothers to deal with the St. Paul-Bonnyville area. Mrs. Carrothers said she had thought of that but on reflexion did not think it would work as well because the Peace River area in which the French-speaking community was located was not as suitable for that kind of designation as the St. Paul and Bonnyville area. Further she had felt it was perhaps too late in the inquiry to explore fully

the implications of a new approach of this kind. She said you would also have to add the villages of Girouxville and McLennan since with Falher they form the core of the minority French language community.

Ms. Duckworth said she wanted to see how far it was possible to carry the idea proposed by Dr. Lamontagne of naming municipalities as bilingual districts. She felt that in some places the Board might very much want to define things otherwise than by the broad territorial boundaries delimiting a given geographical area. There was discussion about the importance of the town of Peace River as a growth and service centre for the area and the necessity or otherwise of including it in the proposed district despite the fact that it had only 5% French mother tongue population.

Mr. Morrison proposed that the Board consider recommending that the government consider some administrative changes to make possible the establishment of appropriate federal offices or sub-offices serving the area in the towns of Falher and Girouxville under section 15 of the Act. On the basis of the visit he had made with others to the Peace River area during the inquiry of the first Board he felt that the Falher-Girouxville-McLennan area was one of the French-language minority communities in the West which is most likely to have a chance of survival because of its size and concentration of the population. It was a relatively cohesive community with around 80% of the population in two of the small villages being French-speaking, with their own schools and social institutions and the reality of being able to live and work on a daily basis in French. He felt the idea of including the town of Peace River because it was the largest service centre as a way of protecting the rights and maintaining the language of the French-speaking community was deceptive. Many of the service centres such as Peace River which the Board had endeavoured to include in bilingual districts tend to have very small minority language populations and in reality prove to be assimilating centres rather than sources of support for the minority language communities. The evidence from the surveys of government departments and agencies seems to indicate that small Post Offices and some other offices located in French-speaking villages or communities already tend to be staffed with local French or bilingual employees which is a sensible and natural development. What he was proposing was that the Board recommend that the government take action to strengthen these minority communities or centres of language concentration by establishing offices and institutions which would provide both services and job

opportunities on the spot, rather than doing something which is likely to siphon off the minority population, especially the young people into larger and predominantly English-speaking or majority language centres. In his view federal government policy should be conceived in terms of the interests of the minority communities rather than operating in such a way as to provide language training and job opportunities for persons of the majority or dominant language population who wish to become bilingual. The Chairman said this could be considered for inclusion in the report as a method of preserving and protecting viable minority French-Canadian communities outside Quebec.

Mr. Cartwright did not think this proposal would work since Peace River was a growth centre and served a much larger English-speaking population in surrounding areas.

Dr. Hickman said he was voting against the amendment because he was thinking of people and not services. Mme Raymond and Mr. Savoie were also against the amendment, Mr. Savoie pointing out that the towns were not contiguous. Miss Duckworth said she was proposing the use of another principle, that is, that parts of a bilingual district need not be contiguous to one another. There was already a precedent for this in the White Horse Plain School Division of Manitoba which had been recommended provisionally as a bilingual district despite the fact that it was in two parts which were not contiguous. She referred to this as the Pakistan principle.

The amendment was defeated on a vote of one in favour, six opposed and two abstentions.

Motion was carried with seven votes in favour and two | ✓
abstentions.

The Chairman asked for reactions from members to Mr. Morrison's proposal that recommendations be included in the report about administrative changes to establish some federal government offices in the French-speaking community of the Peace River area, and possibly other areas as well. Mr. Mackey was for this suggestion in general but against it if applied specifically to the Peace River area because he felt that if you moved some of the federal offices out of the growth centre of the town of Peace River this would be divisive and cause

dissension which should be avoided. Mr. Lamontagne thought that the government should be urged to consider this possibility of establishing some offices. As one example, Mr. Morrison said that he thought that the policy of DREE should take into account minority language communities in various parts of the country insofar as possible.

The Chairman said he would like some indication from members (without a formal motion) about whether he should include a reference to possible establishment of federal offices in this area of concentration of the minority language group in his draft. Three members expressed themselves in favour and three opposed so the Chairman said that he would include it in the draft for further discussion later.

Moved by Mrs. Carrothers, seconded by Mr. Mackey, that the Board recommend that bilingual federal services be provided in the Legal-Morinville-St-Albert area north of Edmonton under section 9(2) of the Official Languages Act as part of the Edmonton metropolitan census area.

Discussion.

The provisional decision of the Board earlier had been to recommend the area immediately north of the city of Edmonton, including the suburban centre of St-Albert, the town of Morinville and the village of Legal as a bilingual district. Mrs. Carrothers now proposed that this area should be treated as part of the Edmonton metropolitan region and that the government should be asked to provide services for the whole region under section 9(2). She said that this is an amorphous area in any case with no real centre and that the city of Edmonton is the focus of the area. The proposed district would be a very weak one with a declining minority language population and already relatively low mother tongue percentages and even lower language-most-often-spoken at home figures. These towns are in process of being absorbed by the expansion of the Edmonton urban area which will continue at an increasingly rapid pace in future. Mrs. Carrothers felt that including this area as part of the Edmonton metropolitan region would strengthen the argument for recommending Edmonton as an urban centre to operate under section 9(2) and would give this proposal more urgency. In any case, except for the Post Office and the RCMP practically all the services were already concentrated in the city of Edmonton.

In explaining why he would vote for the motion, Mr. Mackey said it would give credibility to the recommendation concerning urban centres. If you proclaim a bilingual district in that area by itself people in Edmonton could very well say "They have their bilingual district; let them stay there." In fact, said Mr. Mackey, this is not going to happen. The minority language population is already a victim of the urban sprawl and they are going to become more mixed up with Edmonton. Including the geographical area and the three municipal centres on the outskirts in the Edmonton region would be doing more for them than by creating a separate bilingual district.

Mssrs. Lamontagne and Savoie on the other hand felt that the creation of a bilingual district in the area would be an additional reason for providing services in Edmonton under section 9(2). Mr. Savoie felt this would support the argument which had been made by Mr. Morency that any neighbouring bilingual district should be interpreted as significant demand for services from an urban centre. Father Regimbal also expressed support for the idea of a bilingual district. But Mrs. Carrothers felt strongly that including the area in the Edmonton urban region takes nothing away and instead strengthens the case for bilingual services in the whole region generally. She said it was the only case of this kind in the country.

Judge Monnin proposed an amendment that everything in the motion following the words "recommend that" be deleted and the words "that the area of St-Albert-Legal-Morinville be recommended as a bilingual district" be substituted. The Chairman ruled that this was not an amendment but really a new motion which Mr. Monnin could propose separately if he wished after the vote on the motion.

Mr. Morrison observed that there would be a certain redundancy, as well as confusion, if the Board recommended that the St-Albert area north of Edmonton be proclaimed as a bilingual district while at the same time recommending, as part of the resolution adopted the previous day, that the metropolitan census area of Edmonton be recommended as a centre for the provision of bilingual services under section 9(2). You would have two different methods of treatment recommended for the same territory since the St-Albert-Legal-Morinville area formed part of the Edmonton metropolitan census area and thus you would have two different sections of the Act : 9(1) and 9(2), both

applying to one part of the metropolitan area. This did not seem sensible and might not be legal.

The motion was carried with seven votes in favour and two opposed.

Saskatchewan

Moved by Mr. Monnin, seconded by Mrs. Carrothers, that the Battleford area be recommended as a bilingual district.

Discussion

At the request of the Chairman, Mr. Cartwright indicated the proposed area on a map and reminded members that it did not include the city of North Battleford but does include the town of Battleford across the river.

Consideration of this small district prompted Mr. Hickman to ask the question he had raised before during consideration of the provisional decisions and which was still worrying him about how the Board was going to make decisions concerning the different categories of districts it was recommending to the government, that is the "musts" and the "may's" which had been discussed at some length in earlier meetings. The Chairman said he had been keeping track of the comments about each district and would attempt to incorporate them in the descriptions he wrote in the draft of the report which would indicate the strength of the recommendation. It had been decided there would be no categories such as A,B,C,etc. by formal designation but rather that the way in which the descriptions were written would convey the judgement about the importance of particular districts.

Mr. Hickman then wanted to know whether he could assume that some reference to this would be made in the general introduction as a way of working and that the pros and cons would be given in each case which would throw light on the enthusiasm or questioning of the Board about certain districts. Miss Duckworth questioned whether the Board really had formally decided against the use of a hierarchy of categories. Her recollection was that no definite decision had been made in favour but likewise there had been no clear decision against tiered recommendations.

The Chairman said the sense of the meeting he had was that it would be left up to him in preparing a draft to include the evidence, the pros and cons, as well as the conclusions in the descriptions of the districts and in this way the relative judgements of the Board would be indicated. It would be up to the Board members to decide when they saw his draft whether they agreed with the descriptions or wanted to change them. He felt this was a much better way to proceed and he would advise against trying to attach a category to districts.

Mr. Hickman said he thought it was important that there should be a clear indication about the comparative importance of some recommendations so that the government would be able to make choices if necessary. The Secretary said the method of proceeding outlined by the Chairman meant that there would simply be one set of recommendations for all districts. In preparing the minutes of the previous meeting he had not been clear whether the Board had ruled on the question of "must" or "may". The Chairman thought this would come through in the language and in particular if the Board was unanimous in its decisions or if it was divided. This would be a pretty clear indication about the importance attached to various districts. He felt that once members saw the draft, they could decide whether this was satisfactory and they might finally want to use the terms "must" or "may". He felt this was the only way it could be done because it would be exceedingly difficult to begin now to debate whether each recommendation fell into a "must" or "may" category. Mr. Hickman felt that it was important that there should be a clear statement in the general introduction, that this was the way the Board had worked and that it should also be clear from the individual descriptions the degree of conviction the Board attached to different districts. Mr. Hickman said he also assumed that the general introduction would propose the idea that the government should give priority in time for the implementation of districts. The Chairman agreed and said he thought there should be a reference to the proposal in this connection made by Le Conseil de la Vie Française en Amérique.

Ms. Duckworth explained that she was intending to vote against the motion because the area was too weak to correspond to her idea of what a bilingual district should be.

The motion was carried with seven votes in favour, one vote against, and one abstention.

Dr. Mackey raised a point of procedure about whether it would be possible to make an omnibus motion proposing the recommendation of all the districts in the province. Mr. Hickman objected that this would make it impossible to indicate degrees of importance or conviction about districts and it was decided to vote on each district individually.

Moved by Mr. Monnin, seconded by Mr. Savoie, that the Gravelbourg-Willow Bunch area as proposed in the provisional decision be recommended as a bilingual district.

The motion was carried with eight votes in favour and one abstention.

M. Monnin propose, appuyé par M. Lamontagne, que la région de Prince Albert soit recommandée comme district bilingue.

Ms. Duckworth said she was voting against the motion because of the low percentage of the language of the home in the area.

The motion was carried with seven votes in favour, one opposed and one abstention.

Mr. Monnin moved, seconded by Mr. Savoie that the Prud'homme-Vonda area as proposed in the provisional decision be recommended as a bilingual district.

Discussion.

Mr. Hickman was concerned about how to get across the idea that a low category was involved for such a district. He felt the government might wish to consider some of these districts in a second or third priority rather than a first priority because of their small size. He did not want to vote against the recommendation for a district but he only voted in favour with hesitation and reservations. He would like to make sure that something was said about the size of these small areas. The Chairman felt that it was perfectly proper to express these ideas in the context of this motion and he would make a note of them to include in the draft report.

The Secretary raised the question whether it was the policy of the Board that a unanimous or nearly unanimous vote on a particular district necessarily meant that such a district was in a category of high priority? Mr. Lamontagne said that in some

of these cases like Prud'homme-Vonda it was not a question of important federal services but of little or few services and that in reality it was not going to change a great deal.

The motion was carried with five votes in favour, one opposed and three abstentions.

The Chairman said this vote would give him a guide on how to write the descriptions although as had been agreed he would not report the actual vote count except to say that members were divided and expressed reservations.

Mr. Monnin moved, seconded by Mr. Regimbal that the Redvers area be recommended as a bilingual district.

Discussion

Ms. Duckworth intended to abstain because she found the area very marginal in terms of the very small number of people. Mme Raymond also had the same reservations as Mr. Hickman about this one as she did on the previous recommendation that it was in a low category.

Motion was carried with five votes in favour, none opposed and four abstentions.

Mr. Monnin moved, seconded by Mrs. Carrothers that the Zenon Park-Arborfield area be recommended as a bilingual district.

Discussion

Ms. Duckworth had the same reservations about recommending such a small marginal area as a district.

Motion was carried with six votes in favour, one vote opposed and two abstentions.

12:30 p.m. the meeting adjourned for lunch.

14h10 lundi, le 17 décembre 1973

V - Final decisions re recommendations (cont'd)

1. Recommendations re bilingual districts (cont'd)

It was moved by Judge Monnin, seconded by Father Regimbal that Alexander-Powerview be recommended as a bilingual district following the boundaries established in the provisional decision.

Discussion: Miss Duckworth stated she would vote against the motion because of the small number of the French mother tongue population.

Motion carried. (6 for, 1 contrary, 2 absent)

(Note: Mme Raymond and Mr. Mackey were absent for the first part of the afternoon meeting)

Moved by Judge Monnin and seconded by Mr. Savoie that St.Lazare be recommended as a bilingual district following the boundaries established in the provisional decision.

Discussion: Miss Duckworth stated that although the percentage of those speaking the French language in the home was remarkably high, she would nevertheless vote against the motion as the area did not constitute what in her view should be a bilingual district.

Motion carried.
(5 for, 1 contrary, 1 abstention, 2 absent)

It was moved by Judge Monnin, seconded by Mr. Savoie that Lawrence-Ste.Rose be recommended as a bilingual district following the boundaries established in the provisional decision.

Discussion: Miss Duckworth said that in view of the diminishing percentage of the language spoken at home, she would vote against the motion.

Motion carried.
(5 for, 1 contrary, 1 abstention, 2 absent)

Moved by Judge Monnin, seconded by Dr. Hickman, that the School Division of la Montagne be recommended as a bilingual district following the boundaries established in the provisional decision.

Motion carried.
(6 for, 1 abstention, 2 absent)

Moved by Judge Monnin, seconded by Dr. Lamontagne, that the School Division of la Prairie du Cheval Blanc be recommended as a bilingual district following the boundaries established in the provisional decision.

Motion carried.

(6 for, 1 abstention, 2 absent)

Moved by Judge Monnin, seconded by Mr. Savoie that the District of Winnipeg be recommended as a bilingual district following the boundaries established in the provisional decision.

Discussion: Members felt that the name of Winnipeg was not quite suitable to describe the area involved. Mr. Morrison also suggested that the two census tracts of Winnipeg which had been included should be reconsidered. Miss Duckworth agreed and felt that these census tracts should be excluded to strengthen the case of the metropolitan areas considered under section 9(2). She therefore proposed an amendment, seconded by Mr. Lamontagne that the two census tracts be deleted from the described area.

In the long discussion that followed, a number of names were suggested to replace that of Winnipeg. Dr. Mackey said that he would vote for the amendment but wanted to emphasize the fact that the original decision was to use the River as the boundary and two tracts were added afterward. However, in view of the recommendation affecting the metropolitan areas, he agreed these two census tracts should be removed. Following this discussion, Judge Monnin, with the concurrence of Miss Duckworth and Dr. Lamontagne who had proposed an amendment, withdrew his original motion and moved that the area under consideration be recommended as a bilingual district following the boundaries established in the provisional decision, minus census tracts 13 and 14 of the federal electoral district #613. Mr. Savoie seconded the motion.

Discussion: Miss Duckworth questioned the wisdom of a single district in this case. Mr. Morrison said that Winnipeg in his view was a strong case for provision of bilingual services under section 9(2) because there was little available in that district outside the metropolitan area. Mme Raymond, disant avoir favorisé l'application de l'article 9(2) pour le grand Edmonton à cause du regroupement, déclarait que dans le cas à l'étude elle voterait en faveur de St. Boniface comme un district bilingue distinct puisque cette ville était traditionnellement une ville de langue française. Par ailleurs, elle voyait la ville de Winnipeg en tant que capitale provinciale sous l'article 9(2). M. Hickman se disait tout à fait d'accord avec la déclaration de Mme Raymond.

La recommandation était approuvée à l'unanimité.
(9 votes en faveur, 0 opposé)

Miss Duckworth, seconded by Dr. Mackey moved that the name of the district be St.Boniface.

Discussion: Le Juge Monnin déclarait que, compte tenu de la rivalité entre la population urbaine et rurale, il était très important d'inclure dans le nom du district les noms de la rivière Rouge et de la rivière Seine.

Miss Duckworth and Dr. Mackey having withdrawn their motion, Dr. Hickman moved, seconded by Mrs. Carrothers that the name of the district be St.Boniface-Rouge-Seine.
Carried unanimously. (9 votes in favour, 0 against)

Referring to the names provisionally selected for the other districts in Manitoba in the absence of Judge Monnin, the Chairman asked if the other named adopted provisionally were considered suitable.

Judge Monnin thereupon moved, seconded by Father Regimbal that the name of Alexander-Powerview be amended to read: "Powerview-St.Georges".
Carried unanimously. (9 votes in favour, 0 against)

It was then moved by Judge Monnin, seconded by Dr. Hickman that all other names in the Province of Manitoba remain as stated. Carried unanimously. (9 votes in favour, 0 against)

In view of Father Regimbal's early departure, the Chairman asked that the date of the next meeting be discussed prior to proceeding with the Province of Ontario. After discussion, it was agreed that March 8 and 9, 1974 were the only convenient dates for all members. However, the Chairman would circulate the first draft of the Report to the members on or about the 1st of February 1974 and he asked that the members send their comments in advance of the meeting of March 8 so that he could incorporate these in the second draft in time for the meeting. It would also permit the translation of the first draft to be completed. Mr. Morrison suggested that any minority report also be prepared and circulated in advance so that they could be considered at that meeting.

In view of his departure, Father Regimbal asked that he be permitted to register his vote on the Ontario districts, as provisionally decided, and this was accepted. (8 in favour, 1 against) Nevertheless, the Chairman asked that each individual recommendation be considered so as to indicate to him the pertinent comments that should be made in the report.

Moved by A. Monnin, seconded by A. Savoie, that Schefferville, Quebec, be recommended as a bilingual district.
Motion defeated by vote of 2 in favour, 5 opposed, 2 abstentions.

It was then moved by Judge Monnin, seconded by Mrs. Raymond that the Cornwall-Hawkesbury area be recommended as a bilingual district following the boundaries established in the provisional decision.

Discussion: Miss Duckworth stated that she would vote in favour of this motion but would have preferred Dr. Lamontagne's proposed system based on the municipalities.

Motion carried unanimously. (9 votes in favour, 0 against)

As an aside from the decisions relating to the bilingual districts, Mr. Morrison suggested that possibly the Board should recommend that the Federal Government move some of its offices in the areas selected. This, he felt, was particularly important for such a district as Cornwall-Hawkesbury. Mr. Savoie added that although this might be desirable, it could have an adverse effect on those directly affected by these moves and that possibly, the location of the offices was not within the competence of the Board.

It was moved by Judge Monnin, seconded by Mr. Lamontagne that Midland-Penetang be recommended as a bilingual district following the boundaries established in the provisional decision.

Discussion: Miss Duckworth said that she would vote against this motion because of the low percentage of the population which used the French language at home. Mrs. Raymond, on the other hand, said she would vote in favour of this motion as she considered the situation in Ontario very different from other areas and that all strengthening measures possible should be recommended.

Motion carried.
(7 for, 1 contrary, 1 abstention)

It was moved by Dr. Lamontagne, and seconded by Judge Monnin that the area in the north of Ontario which had been described in the provisional decision be recommended as a bilingual district and be named Laurentian.

Discussion: Miss Duckworth said that she was opposed to the inclusion of the northern part of Cochrane as inconsistent with previous decisions and she moved an amendment to leave out the northern part of Cochrane. Dr. Mackey seconded this amendment.

Mrs. Raymond said that she would vote against the amendment because of the importance she attached to this important area and because she preferred to make the district as large as possible to maintain the dynamism.

The amendment was lost.
(3 for, 6 contrary)

Miss Duckworth then moved a further amendment that would eliminate the southern part of Nipissing. There being no seconder the amendment was lost.

The original motion was then carried. (7 votes in favour, 2 abstentions)

It was moved by Mrs. Carrothers, seconded by Mr. Savoie that the two municipalities of Welland and Port Colborne be recommended as a bilingual district following the boundaries established in the provisional decision. Carried.
(8 for, 1 abstention)

It was moved by Dr. Savoie, seconded by Dr. Lamontagne that Windsor-Tilbury be recommended as a bilingual district following the boundaries established in the provisional decision.

Discussion: Miss Duckworth said that because of the low percentage of usage of the maternal tongue in the home, she would oppose this motion. Judge Monnin expressed the hope that these abstentions for the reasons given would not overly influence the writing of the Report. Mme Raymond s'est déclarée d'accord avec la position prise par le Juge Monnin et espère qu'on puisse faire valoir l'influence des districts bilingues et d'accroître aux minorités surtout dans le secteur de l'éducation. Le président indiquait que la rédaction de son rapport serait grandement influencée par le dénombrement des votes favorables ou non-favorables. M. Mackey était d'avis qu'il ne faudrait pas entièrement ignorer les arguments donnés par Mlle Duckworth ou d'autres mais qu'il était de bon aloi de reconnaître, selon le nombre de votes, l'importance qu'il fallait y attacher.

La motion était approuvée. (8 voix en faveur, 1 abstention)

Compte tenu de l'absence du Père Regimbal pour les votes qui seraient pris en vue de décisions finales sur les autres provinces et du fait qu'il n'avait pas fait connaître ses intentions, M. Mackey proposait qu'au cas de vote égal, le président communique avec le Père Regimbal afin de connaître ses intentions.

M. Morrison soulevait à ce point la question des cités par provinces pour lesquelles le Conseil proposait l'application de l'article 9(2). Le président répondait que M. Cartwright devait préparer une liste suffisamment complète et que l'inclusion ou l'exclusion de ces villes pourrait être décidé lors de la prochaine assemblée.

Mrs. Raymond, seconded by Dr. Mackey, moved that the five bilingual districts of Quebec be recommended as bilingual districts according to the boundaries established in the provisional decisions. The five districts in question were that of: Argenteuil-Deux-Montagnes, Gaspé-Bonaventure,

Gatineau—Pontiac, Huntingdon—Compton, et Côte-Nord-du-Golfe-St-Laurent.

Discussion: In view of the potential contentious interpretation, Dr. Hickman, seconded by Dr. Savoie, moved that the motion be amended to remove the. The amendment was carried.

(5 for, 3 contrary, 1 absent)

Mrs. Raymond, seconded by Dr. Mackey, then moved that the districts of: Argenteuil—Deux-Montagnes, Gaspé—Bonaventure, Gatineau—Pontiac, Huntingdon—Compton et Côte-Nord-du-Golfe-St-Laurent be recommended as bilingual districts according to the boundaries established in the provisional decisions. Carried.

(6 for, 1 contrary, 1 abstention,
1 absent)

Moved by Mrs. Raymond, seconded by Dr. Mackey that Montreal be dealt with under section 9(2) as for other large metropolitan areas. Carried.

(4 for, 1 contrary, 3 abstentions,
1 absent)

Moved by Mrs. Raymond, seconded by Dr. Mackey, that Montreal be discussed in the Report under the Province of Quebec, giving the pros and cons to the approach and that reference be made to other metropolitan centres. Carried.

(4 for, 1 contrary, 3 abstentions, 1 absent)

Dr. Hickman asked the Chairman that the information relating to the population of the provincial capitals and cities having an absolute figure minority of 2,000 and more be mailed as soon as possible so that members may consider the position they should take at the next meeting. Dr. Mackey added that although the motion had been for 2,000 of the minority population, he still favoured a cut-off point of 5,000.

Alors que le Conseil en venait à la décision touchant la province du Nouveau-Brunswick, M. Savoie soulignait que des décisions finales avaient été prises à l'égard des provinces du Nouveau-Brunswick, de la Nouvelle-Ecosse et de l'Ile-du-Prince-Edouard lors de la 12e séance plénière les 14 et 15 septembre 1973 et que le procès-verbal de cette séance attestait du fait. Il était donc d'avis, qu'il n'était pas nécessaire de reprendre ces décisions.

Ayant vérifié le procès-verbal, le président invitait les membres à exprimer leur opinion et leur rappelait que s'ils désiraient reconnaître les décisions prises lors de la 12e séance comme finales, ils reconnaissaient par le fait même les limites établies à ce moment. Compte tenu des circonstances

entourant ces décisions M. Hickman suggérait qu'il était peut-être indiqué de rediscuter de ces districts et confirmer les décisions déjà prises.

Mr. Morrison said that in all fairness, he wished to remind the Board members that the final decision made at that time had indeed been made before certain points had been cleared. Although they had not been rescinded, it was felt that they might be reviewed at this time.

Mr. Morency added that, following the intervention of Miss Duckworth to the effect that no final decision would be made until all provisional decisions had been completed and the three tier system suggested by Dr. Cartwright had been discussed, he had himself considered that the final decisions taken up to that point were not binding. Judge Monnin agreed that re-confirmation of those decisions, as suggested by Dr. Hickman, could be made if considered helpful. The Chairman advised that if this was proceeded with, the decisions previously taken might be changed and this should be clearly understood.

Miss Duckworth felt that the points of view expressed by members on each of these provinces might in any event be very useful to the Chairman in preparing his report. She then suggested that a show of hands be taken to indicate for each of these provinces to assist the Chairman. This show of hand resulted in the following:

New Brunswick - 4 for, 1 contrary, 3 abstentions, 1 absent

Egmont - 8 for, 1 absent

Antigonish -

Richmond -

Inverness - 6 for, 1 contrary, 1 abstention, 1 absent

Digby-Yarmouth- 8 for, 1 absent

Judge Monnin moved, seconded by Mr. Savoie, that West Labrador be recommended as a bilingual district following the boundaries established in the provisional decision.

Discussion: Dr. Hickman said that he knew the area least and was somewhat confused and uncertain as to how he should vote now that Schefferville had been dropped as a potential bilingual district and therefore, would have to abstain. Mrs. Carrothers remembered that the people most affected in this region were in fact residing in Mount Wright. Dr. Mackey underlined the fact that many of the French population in that area were unilingual. Miss Duckworth said that she would have to vote against this district because although the case of the unilingual French population of the area was a strong argument, she felt that not enough was known about the region and would be inclined to suggest that the next

Board look at the need for a bilingual district.

The motion was carried.

(6 for, 1 contrary, 1 abstention,
1 absent)

It was moved by Mr. Savoie, seconded by Mr. Lamontagne, that Port au Port be recommended as a bilingual district following the boundaries established in the provisional decision.

Discussion: Dr. Hickman said that this area might be considered under the "might" rather than those under the "must". Mrs. Raymond for her part recognized a greater importance to create a bilingual district in this area and that in any event there were only two districts in the province of Newfoundland. Dr. Mackey also indicated his concern, and declared himself in favour of this district. He had been very impressed by Premier Moores' attitude towards the minority and his wish to see these two areas declared bilingual districts. He felt it would be a very delicate situation to oppose the expressed wish of the Premier of the province. M. Savoie ajoutait que, contrairement à la position prise par M. Hickman, il était d'avis que la population de ces deux districts avait un grand besoin d'aide pour maintenir leur langue et que le fait de déclarer ces districts bilingues serait le premier geste de reconnaissance des efforts qu'ils ont fait. Pour lui, ces deux districts dans la province de Terre-Neuve sont des "must". M. Morency soulignait la possibilité d'un district bilingue provincial dans cette province, compte tenu de l'attitude du gouvernement.

La proposition était approuvée.

(6 en faveur, 1 opposé, 1 abstention, 1 absent)

La séance était levée à 16h30.

Paul Fox
Président

Neil Morrison
Secrétaire Général

Roland Morency
Sec. Gén. Assoc.

Ottawa,
15 février, 1974



MEMORANDUM

NOTE DE SERVICE

TO
À

The Chairman

FROM
DE

N.M. Morrison

SUBJECT
OBJET

Letter from James E. Walker, MP
for York Centre, re Use of Federal Facilities
by Provincial Legislators

SECURITY - CLASSIFICATION - DE SÉCURITÉ

OUR FILE N/REFERENCE

YOUR FILE - V/RÉFÉRENCE

DATE

6/03/74

You will remember the letter dated January 17th addressed to you from James E. Walker, MP for York Centre (Toronto) and Chairman of the Standing Committee on Procedure and Organization, to which I replied on January 22nd. I telephoned Mr. Walker's office yesterday but there was no answer. I tried again today and had a conversation with his secretary, Miss Beaubien who had written the letter for Mr. Walker. She told me Mr. Walker had been out of the country since the recess and that something had happened to prevent him from returning before March 15th. She said she would get Mr. Walker to telephone me on his return but, meanwhile, asked if she could be of any help.

I said we would like further information because we had not been clear about the situation and the nature of the request and that we were uncertain whether it really came within the province of the Bilingual Districts Advisory Board. As we assumed, the phrase "certain Provincial Members of Parliament and legislators" refers to Members of the Provincial Legislature and the "facilities of the federal bilingualism program" means, principally the language training program. When I inquired who the the "federal people in authority" were, which we had thought referred to officials in one of the government departments or agency such as Secretary of State or Public Service Commission, Miss Beaubien said this really meant Federal Members of Parliament who are not in favour of making federal facilities available to Provincial Members. One of the arguments

against this is that there are so many federal people high up here in Ottawa who can't get into the language training programs that members did not see any reason why provincial people should have access to these facilities. She said there had been lots of discussions about this question. This interpretation of the meaning of Mr. Walker's inquiry was not the one we had assumed when we discussed the letter. I am still not very clear after my conversation with Miss Beaubien exactly what it is they are asking about or why they have approached the Advisory Board. Perhaps a conversation with Mr. Walker himself will result in greater clarification. I have the impression that some people or at least some Members of Parliament tend to regard the Advisory Board as the outside or perhaps not outside authority in matters dealing with the bilingualism program.

A handwritten signature in blue ink, appearing to read "N.M. Morrison", with a horizontal line drawn underneath it.

N.M. Morrison

Bilingual Districts
Advisory Board
Ottawa K1A 0M5



Conseil consultatif
des Districts bilingues
Ottawa K1A 0M5

January 22, 1974

Mr. James E. Walker,
MP for York Centre,
House of Commons,
Ottawa, Ontario.

Dear Mr. Walker:

I wish to acknowledge your letter of January 17 addressed to Mr. P. Fox, Chairman of the Advisory Board, which we received here in our office Friday afternoon.

As you perhaps know, Professor Fox lives in Toronto and teaches Political Science at the University of Toronto. Like other members of the Board, he is only serving on a part-time basis.

We had some meetings planned for Montreal yesterday and I took your letter with me to discuss with Mr. Fox, as he expected to be there. Unfortunately, due to bad weather, he was unable to leave Toronto. I have forwarded your letter to him and I will discuss it with him on the telephone as soon as possible. Either he will write you directly or I will reply on his behalf.

Yours faithfully,

RECEIVED BY
[illegible]
[illegible]

Neil M. Morrison,
Secretary General



HOUSE OF COMMONS
CHAMBRE DES COMMUNES
CANADA

CHAIRMAN OF THE STANDING COMMITTEE ON
PROCEDURE AND ORGANIZATION

PRÉSIDENT DU COMITÉ PERMANENT
DE LA PROCÉDURE ET DE L'ORGANISATION

Ottawa, Ontario
K1A 0A6
January 17, 1974

Mr. P. Fox
Chairman
Bilingual Districts Advisory Board
110 Argyle Street
Ottawa, Ontario K2P 1B1

Dear Mr. Fox:

I have had inquiries from certain Provincial Members of Parliament and legislators regarding their desire to use the facilities of the federal bilingualism program.

I have spoken to certain federal people in authority who resist the extension of the non-cost extension to provincial representatives.

I would appreciate your comments about this matter which will remain confidential if you wish it to be so. If on the other hand you see merit in the suggestion I would be pleased to support you.

Yours sincerely,

James E. Walker
MP for York Centre

Telephone Mrs. - wa

Mar 6 - conversation

with Mrs. Rosemary, 100 -

Walker was y ended Mar 5

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Mar 8 18

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MEMORANDUM

NOTE DE SERVICE

SECURITY CLASSIFICATION - DE SECURITE

TO: All Board Members
Neil Morrison
Don Cartwright

COURT FILE - IN REFERENCE

SUBJECT - IN REFERENCE

FROM
DE

Paul Fox, Chairman

DATE February 14, 1974

Dinner in honor of Col. and Mrs. Morency

Arrangements have now been made for the dinner in honor of Col. and Mrs. Morency. Dr. Lamongagne has kindly reserved a private dining room at Le Cercle Universitaire d'Ottawa, 453 Laurier Avenue East, for drinks at 7 p.m. and dinner at 8 p.m. on Friday evening, March 8. I know that most of you have already said you wished to attend but if you cannot attend, or if you wish to bring your husband or wife, would you please let Mme Pilon know very soon? Otherwise we will assume that all Board members and Mr. Morrison and Dr. Cartwright will attend. When the cost has been ascertained we will collect the appropriate amount from each of us and reimburse Dr. Lamontagne.

Paul Fox

MEMORANDUM

NOTE DE SERVICE

Mr. G.M. Gaudreau,
Chief, Accommodation,
General Administration

FROM
Di

N.M. Morrison,
Secretary General,
Bilingual Districts Advisory Board

Extension of lease of office space for the
Bilingual Districts Advisory Board

This will acknowledge your memorandum of February 11 with the information that the necessary arrangements had been made to extend the lease of the office space in this building occupied by the Bilingual Districts Advisory Board until the end of June 1974.

I am sure the Chairman and members of the Board will be as grateful to you as I am for your successful efforts in this respect.

Please accept our sincere thanks for your kind cooperation.

N.M. Morrison

BILINGUAL DISTRICTS ADVISORY BOARD

Report on meetings with MPs, December 12 and 13, 1973

by Paul Fox

A small group of the Board members and staff met with the Hon. Gérard Pelletier, MP, in his capacity as a Member of Parliament from Montreal at 3:30 p.m. on December 12. The two Board members present were Dr. Lamontagne and the Chairman. They were accompanied by three members of the staff, Mr. Morrison, Col. Morency, and Dr. Cartwright.

We did not have very long with Mr. Pelletier and his answers to our questions were far from conclusive. We showed him the maps of Montreal which had come from Statistics Canada showing the concentration of the two linguistic groups in the Montreal urban area. We asked him for his opinion about the wisdom of trying to create in Montreal either a bilingual district under Section 9(1) or providing services under section 9(2). Col. Morency noted that it had been suggested that Montreal should be treated like the other large metropolitan centres in Canada such as Toronto. M. Pelletier felt that that would be an acceptable solution but that although every federal office in Montreal is bilingual and services undoubtedly would be provided by this means, there still is the problem of Montreal as a symbol. The Chairman noted that one point on which virtually everyone whom we had consulted in Montreal was agreed upon was that Montreal should not be cut in two in order to create a bilingual district in the area. The Chairman also presented to Mr. Pelletier the view of our two Quebec members, namely that the English have no need for a bilingual district in Montreal because they have been receiving their services adequately in English and undoubtedly will continue to do so, and that the creation of a bilingual district in Montreal would injure the future of the French language. M. Pelletier responded by saying that he did not think that proclaiming all of Montreal as a bilingual district would change very much by way of services and that symbolically it would be a shock to Francophones if it were proclaimed as a bilingual district. He did not seem to think that there would be an English backlash if Montreal were not declared a bilingual district. He hypothesized that he did not think that Anglophones elsewhere in Canada were very concerned about what happened to Anglophones in Quebec. Mr. Morrison noted that the Board had considered the possibility of recommending in its report that the language of work of the federal civil service in Quebec might be French, just as it was English in the rest of the country. M. Pelletier remarked

that of course there were now "unités de langue françaises" and that he himself would have no objection to such a recommendation being made by the Board. The minister was under the impression that where there was at least 10% of the minority linguistic groups the Board was obliged to recommend the creation of a bilingual district. We pointed out to him that the Act did not say this, but on the contrary, it gave to the Board the opportunity of recommending or not recommending at its discretion the creation of a bilingual district. These were the main points that were raised and discussed by the Board with Mr. Pelletier on this brief occasion.

We then rushed to another meeting at 4:00 p.m. with the New Brunswick Conservative Members of Parliament. The meeting was held in the office of Mr. Tom Bell, MP for Saint-John. Those present from the Board and its staff were the same as those present at the meeting with Mr. Pelletier. The MPs who attended were the five Progressive Conservative MPs from New Brunswick: Mr. Bell, Mr. Fairweather from Fundy-Royal, Mr. Howie from York-Sunbury (Fredericton), Mr. McCain from Carleton-Charlotte, and Mr. Thomas from Moncton. The Chairman introduced the subject briefly and then asked Dr. Cartwright to present his maps. Mr. Cartwright explained the maps which showed the patterns of population in New Brunswick by counties for the last three decennial censuses and the trade areas in the province. Mr. Thomas noted that in reference to the map of the trade areas in New Brunswick, one could say that it was not quite as simple as the map indicated. There were pockets within pockets, that is to say, that within the trade areas indicated on the map there were smaller communities between which there was little or no communication. Mr. Thomas added that New Brunswick is ghetto-ized. He then said that the question arises as to why a bilingual district is needed at all in some areas in New Brunswick where you have almost complete unilingualism, such as Petitcodiac. Dr. Lamontagne raised the question of whether or not one could use municipalities or municipal districts as designated bilingual districts. Mr. Bell wanted to know if it was possible to isolate unilingual communities such as Petitcodiac and exclude them from a bilingual district because he felt that it might injure, for instance, the Francophones in an area which was now unilingual French if it became part of a bilingual province in which bilingual federal services would have to be supplied.

Mr. Fairweather said that he represented a predominantly English riding but that in his view it would be a great tragedy if New Brunswick were divided by some such line as the linguistic boundary line which Dr. Cartwright had demonstrated in one of his maps. He thought that the province should be bilingual. He said, "It is a must." Mr. Bell said

that he agreed with Mr. Fairweather. Mr. Thomas said that he was better off personally to have the whole province declared as a bilingual district than to have pockets within the province declared as bilingual districts. He said that he thought the practical problems were virtually insurmountable because he did not know how if the whole province were created as a bilingual district the Federal Government would get sufficient bilingual civil servants to man the posts.

Mr. Morrison explained the problem of "principal offices". He noted that it was very difficult to define these offices to the satisfaction of all persons. Mr. Fairweather expressed the view that the definition of principal offices should be flexible enough that one could provide for sensible arrangements. He noted that there were no partisan differences between the Liberal and Conservative Members of Parliament from New Brunswick on the issue of the need for bilingual federal services in the province. He noted that M. Breau, a Liberal MP from New Brunswick, had come to consult with Mr. Fairweather after the Board's interview with the Liberal members and that Mr. Breau had said that he personally had suggested to us that we ought to recommend amendments to the Official Languages Act. Mr. Fairweather added that the problem of bilingualism in New Brunswick is difficult, for example he thought that St. Stephen should have bilingual Customs Officials but not necessarily a bilingual Postmaster. Mr. McCain had noted that there was great friction in Campobello when a bilingual Customs Officer was brought into the community because the local people who had wanted jobs in the Customs Department had not been able to get jobs. Mr. Fairweather said that it was ridiculous to have moved a Francophone to Campobello because that locality was so predominantly English-speaking and also was a very small customs entry point but that St. Stephen was a much bigger place and it should have bilingual Customs Officials.

Mr. Morrison raised the question of whether or not there should be virtually unilingual federal services provided in such places as Madawaska or Campobello. Mr. Fairweather said that the problem in New Brunswick was not really one of linguistic differences but parochialism. He said that people in small communities in New Brunswick regard any outsider, whether or not he is a member of their linguistic group, as a foreigner. Mr. Thomas noted that the province has already declared itself bilingual and that that is a factor which has influenced his thinking in believing that the Board should recommend a bilingual district for the whole province. Mr. Bell noted that the first Board had had consultations with the PC MPs from New Brunswick, himself, and several others present now included, and that he believed that the MPs present should say that they had been in favour of a bilingual province before and that they were still in favour of

New Brunswick being recommended as a bilingual district. Mr. Thomas added that the MPs had gone through all this before and that they had decided in favour of a bilingual province. Mr. Bell said that we should do the same thing again but that one should go slow in having the Federal Government implement bilingualism in certain parts of the province because of the antagonism that would be created if local people were unable to get jobs.

Mr. McCain said that the divisive issue was not bilingualism but the administrative approach to bilingualism. He said that people in his particular riding were upset by the bilingualism because it appeared to involve a one-way flow of Francophones into jobs in the area which Anglophones had previously had or which they wanted now and could not get. He noted also that the Anglophones had complained that they could not get adequate training in French in order to compete with Francophones for these jobs. He said that he agreed one hundred percent with Mr. Fairweather that New Brunswick should be a bilingual district but that the way in which the recommendation was implemented by the federal civil service would make or break the situation. Mr. Fairweather added that the important thing to local people in New Brunswick is jobs and that one must bear that in mind in attempting to implement bilingualism.

Mr. Morrison raised the question of the location of regional offices of federal departments. Mr. Bell said that he thought that a good many federal offices had already implemented bilingual policies in New Brunswick. The Chairman explained that although the first Board's report had not been implemented, it had been acted upon by a number of government departments which anticipated that they would be required to serve the public in a bilingual fashion. Mr. Fairweather said that he has received a few complaints about jobs in Fundy Park from Anglophones who wanted jobs there and were unable to get them because bilingual people, mostly students, were hired for the summer. Mr. Thomas summed up what I think was the feeling of this group of Conservative MPs from New Brunswick when he said that he was not entirely happy with the whole province being recommended as a bilingual district but that he could not see any other solution to the problem. He reiterated that if it were declared as a bilingual district, the policy must be administered with a great deal of common sense.

On Thursday morning at 9:30 p.m. the Chairman and the three staff members from the Board met with Mr. David MacDonald, Conservative MP for Egmont in Prince Edward Island. The Chairman explained the functions of the Board and Mr. Cartwright presented his map of the Egmont district. Mr. MacDonald called in his Executive Assistant, Miss Brown, who was a young woman from Amherst, N.S. who was bilingual. Mr. MacDonald explained that in his office in Ottawa and in his dealings with his

constituents in Egmont he tried to conduct a bilingual operation. Mr. MacDonald said that the area that we had proposed as a bilingual district in the Egmont area looked reasonable to him.

The statistics for the language most often used in the home were presented to Mr. MacDonald. They showed that in Egmont 68.6% of the French mother tongue people are using French in their homes. Mr. MacDonald said that insofar as the survival of the Acadians in his constituency was concerned it was necessary to distinguish between the East and West portions of his constituency. In the West portion in Tignish French has been neglected because, in his opinion, the Roman Catholic Church leaders have been Irish and English-speaking. In comparison, the area of Egmont itself, Mount Carmel, and Wellington Parishes has been very French. This area has had its own school system in French, when education was private and now that it is public. The young people he believed are now much more militant and are demanding more French services. He noted also that a large number of Francophones are now attending the University of Moncton. He believes that the Acadians in this area have a total community life with Caisses Populaires, co-operatives and schools and parish organizations. He noted that if there were 4,000 people whose language at home was French then there were about one out of eight people in his constituency using French in their homes. He was very sympathetic to the strengthening of the Francophones in his constituency.

Mr. Morrison raised a question about whether it was wiser to support the areas of Francophone strengths and not spread the resources of the Federal Government too thin by attempting to reinforce areas which were weak. Mr. MacDonald said that it is important to support what is being developed locally whether that occurs in weak concentrations or strong concentrations. He noted that last year there was a LIP program in which young Acadians had moved out to O'Leary to stimulate the Francophones. He said that tourism from Quebec has also helped the Acadians a great deal because it has turned the disadvantage of being a Francophone into a positive advantage for students seeking summer employment. He noted also that the Moncton French-speaking television station is received in Egmont and listened to by even some English in his constituency. L'Evangeline, the newspaper, does not have much of a sale in his constituency, perhaps 30 copies a day. However, the Summerside, English-speaking newspaper now does run some advertisements in French.

Col. Morency pointed out that we had noted a change in attitude on the part of provincial government when the Board interviewed the provincial government this year. Formerly when the first Board visited the provincial government the proposal for a bilingual district in Egmont had been received coolly but this time the provincial authorities had been quite enthusiastic and had even suggested extending the bilingual

district further than the Board had proposed. Mr. Cartwright asked whether the young Acadians who were educated in the University of Moncton, for instance, came back to Prince Edward Island. Mr. MacDonald said that a number of young francophone couples who had moved to Montreal or Toronto had returned to the island and that a number of young university graduates had returned as teachers, replacing the older French-speaking religious teachers. He also mentioned a new school which has been opened in St. Louis where the principal is a francophone who has returned to the island.

Mr. Morrison asked whether the whole constituency of Egmont should be recommended as a bilingual district or only part of it. Mr. MacDonald replied that he preferred that the whole of the constituency be recommended but that there should be some flexibility in the application of the bilingualism. He thought that Summerside must be given special consideration. He said that the problem about bilingualism is really the ignorance on the part of most Prince Edward Islanders of the existence of the French fact on the island. He said that he comes across his fellow islanders who are amazed when Mr. MacDonald tells them that he has attended a high school graduation in his constituency which is conducted entirely in French. Mr. Morrison said that he thought it would be a good idea to study the area of Egmont intensively to see what social policies should be recommended to support the minority in such an area. Mr. MacDonald said that there would be a problem if the bilingual civil servants were forced on an area such as O'Leary where the minority language would rarely be used but that bilingual services would be received well and appreciated in Summerside. He took this as an illustration of what he meant by the need for flexibility in implementing the policies.

Mr. Morrison asked whether Mr. MacDonald thought that M.P.'s should be consulted on how federal bilingual services might be implemented in their locality. Mr. MacDonald replied that the use of members of parliament for this purpose might be dangerous because of the political implications but that he thought that members of parliament might be part of a total process of local advice. He asked whether or not there could be established a local group of people who would represent their area and give advice on the wisdom of applying bilingualism in certain offices in their area. He believed that there might be an advisory group of local citizens who could include even representatives of the province and the federal government such as social animators. He noted that the crucial factor in

implementing bilingualism was the question of filling jobs. He said that the only criticisms he had ever received or perceived in regard to Egmont being a bilingual district arose from the extent to which this would affect the job market for local people. He said it was absolutely of no use for anyone to press forward with bilingualism unless one increased the opportunity for bilingual persons to use their linguistic capacity and he thought that this problem brought one back to the provision of linguistic training and resources in the schools, notably in reference to an increased teaching of French. He noted that the Prince Edward Island's school system is being reorganized now and centralized and divided into five major districts. When this reorganization has been completed he hoped that it would lead to greater opportunities for improved teaching of French.

Finally Mr. MacDonald asked if the Board could not make available to interested persons in the constituency such as his film-strips such as the maps that Don Cartwright had shown to him. It was suggested by Miss Brown that if such strips were available their distribution might be handled through the local National Film Board Office. We said that we believed that it might be possible for the Board to provide some of its maps and visual material for such a worthwhile purpose.

At 11:00 a.m. the same group of Board representatives met with Mr. Lefebvre, liberal M.P. for Pontiac, and M. Gaston Clermont, liberal M.P. for Gatineau. After a brief introduction by the Chairman, Dr. Cartwright outlined on his map the area that the Board was proposing for a bilingual district in Pontiac, Gatineau, and Papineau. M. Clermont was under the misapprehension that the whole of Quebec had been recommended as a bilingual district. We explained that this was a recommendation that had come from the first Board but not from our Board. Mr. Lefebvre asked if we had had meetings with the people in communities in his constituency of Pontiac and personally I was very glad when Colonel Morency was able to report that some members of the Board had gone to such meetings. Mr. Lefebvre noted that the problem in Shawville is that it is almost exclusively English and that if it is included in a bilingual district then there may be a problem because some of the personnel in federal offices there such as the Post Office would then be expected to be bilingual. We noted that this was a problem that we had encountered in several areas and that the creation of a bilingual district sometimes worked against the unilingual nature of the local community. Mr. Lefebvre

then told a story in which he said that the federal government had built a new Post Office and given the contractor handles for the doors labeled only "poussez" and "tirez" and that there had been an explosion in Shawville. People had claimed that this was an attempt by the federal government to make Shawville French. The problem was solved when bilingual signs were used. Everybody accepted them. Mr. Lefebvre said that he favoured a bilingual district for Pontiac but that he had told the previous story in order to show that any policy of bilingualism must be applied very sensibly in local communities so that the local people such as postmasters have the opportunity to take language courses and qualify to continue their employment when their jobs become bilingual. Otherwise the government would encounter a great deal of trouble. In fact he was not too sure that there would be trouble in any case because it would be difficult for older government employees to learn the second language.

Since this question of jobs in the local area has been raised by so many M.P.'s, I think that the Board should consider whether or not it wishes to say something in its final report on the importance of the implementation of bilingual services in bilingual districts.

The Chairman explained to the two M.P.'s the problem of defining "principal offices". Mr. Lefebvre asked if the Post Office in Shawville would be considered a principal office. We were not able to give him any clear answer.

M. Clermont said that most of the English-speaking people in his constituency of Gatineau lived within the National Capital Region, for example people in Buckingham. He said that in any case the federal services provided in Gatineau riding are very limited. Bowman, for example, has no Post Office.

Colonel Morency asked whether or not our proposal for a bilingual district for the Pontiac-Gatineau-Papineau area was reasonable. Mr. Lefebvre replied that it was all right with him, because there did not seem to be any other way of coping with the problem, but he still thought that the problem was one of implementation. He assumed that the Federal Civil Service would implement the policy with common sense but he pointed out that it would create quite a few difficulties in his riding because there were sixty rural mail delivery contracts and it might well be that the contractors would be required to be bilingual in future if Pontiac were a bilingual district. This would create a great problem for some people because about half the contractors at the moment are unilingual francophones or unilingual anglophones. Would these people all be excluded from holding contracts in the future?

Dr. Cartwright explained that we had considered the possibility of creating one big bilingual district in the area which would include not only the portions showing of Pontiac, Gatineau, and Papineau but also part of Argenteuil. M. Clermont said that he would not agree that there should be only one district for this whole area. Mr. Lefebvre raised the point that perhaps Shawville should be left out of the bilingual district. But we pointed out to him the difficulty of leaving holes in a particular bilingual district. Mr. Lefebvre said that if some of the unilingual French areas were going to be left out such as the area between Papineau and Argenteuil, then perhaps Shawville, being a unilingual anglophone area, should be omitted also. Colonel Morency pointed out that an area such as Shawville was included in order to protect the English services there but that because of the fact that Shawville was in a French-speaking province it might possibly rebound to the disadvantage of the anglophones in the area.

Mr. Morrison raised the question of how the two M.P.'s would consider a recommendation from the Board that the language of the Federal Civil Service in Quebec should be French although of course the anglophones rights to services in English would be preserved. M. Clermont said that he would agree with this view.

The two M.P.'s had to leave quickly in order to attend another meeting and as they parted M. Clermont asked us to check Notre-Dame-de-la-Salette to see if it was not within the National Capital area.

This concludes my report on our meetings with the M.P.'s on Wednesday and Thursday.

110 Argyle,
Ottawa,
December 14, 1973

BILINGUAL DISTRICTS ADVISORY BOARD

Report on Meetings with M.P.'s

on December 14, 1973

by PAUL FOX

In response to a request by the Honourable Madame Jeanne Sauvé, Minister of Science and Technology and M.P. for Ahuntsic, Montreal, the Secretary of our Board arranged for a consultation at the hour chosen by Mme Sauvé, which was 9.30 a.m. on Friday, December 14, 1973 in her office. Subsequently, following the letters to all of the members of parliament whose districts might be affected by the creation of bilingual districts, the Secretary called the Montreal M.P.'s and invited them to this meeting in Mme Sauvé's office. The Board members who attended were: Mme Raymond, Dr. Lamontagne, Dr. Mackey, the Chairman, and Mr. Morrison, Col. Morency, and Dr. Cartwright. Unfortunately, it turned out that Mme Sauvé was unable to meet with us at all because of a Treasury Board meeting, but some M.P.'s from the Montreal district turned up. These included Mr. Harold T. Herbert, Vaudreuil, M. Arthur Portelance, Gamelin, M. Marcel Roy, Laval, and M. Jacques Trudel, Montreal-Bourassa.

Mme Raymond at the invitation of the Chairman explained the problems that the Board was confronted by in the City of Montreal. She noted that the Board had been considering the possibility of not creating a bilingual district in Montreal because of the threat to the French language that such a district might entail. Mr. Herbert, who is an English-speaking maternal tongue M.P., did not seem to be disturbed by the prospect of Montreal not being included in a bilingual district, in fact he seemed opposed to the idea of a bilingual district. He noted that in the construction industry in Montreal, with which apparently he was formerly associated, had conducted all of its business previously in English but now it was becoming increasingly French. On the other hand, English-speaking medical doctors were finding themselves being squeezed into a small pocket, in particular because of Provincial Government attitudes and policies. Both Mr. Herbert and M. Portelance were opposed to splitting Montreal in two and creating a bilingual district in one section and leaving the other section outside of a bilingual district.

Mr. Herbert asked a rhetorical question, "do you think that you will preserve the rights of citizens by creating a bilingual district?" He then gave his own answer to his own

question which was "I do not." He added that he did not see the same necessity to ensure anglophones their rights in an area where there were only 15% anglophones as in an area where there were 90% anglophones.

M. Portelance on the contrary believed that the same law should apply throughout Canada, in Montreal as well as in western Canada. However Mr. Herbert was still of the same opinion and replied directly to our question by advising us not to recommend any bilingual district for Montreal. The Chairman then asked him and Mr. Portelance, if they believed there would be any difficulty if other bilingual districts were recommended in Quebec and none was recommended for Montreal. Mr. Herbert replied that there would be trouble but there would not be as much trouble as if the Board were to designate Montreal as a bilingual district. M. Portelance did not agree with Mr. Herbert but at about this point he began to refrain from making as specific comments as he had made before.

At this stage in the meeting, two additional M.P.'s arrived, M. Roy and M. Trudel. Mme Raymond was asked to repeat her explanation of the circumstances that the Board had encountered in Montreal. Dr. Mackey and Dr. Lamontagne added their comments and their points of view.

M. Trudel was very explicit in stating his opinion. He said that it would be unthinkable or at least it would be unthinkable for him not to have a bilingual district in Montreal. He thought that it would be necessary to guarantee federal services to the minority in Montreal. For what it is worth, it is perhaps useful to add here that apparently M. Trudel was formerly a civil servant. Both M. Trudel and M. Roy were completely opposed to cutting Montreal in two and making one section of it into a bilingual district. However, M. Trudel had no objection to other arrangements being arrived at which would provide for bilingual services to the minority. M. Roy asked if the establishment of a bilingual district was necessary to protect the minority. He thought that there was sufficient protection for the minority in other ways. Board members explained to the two M.P.'s the differences between Sections 9(1) of the Official Languages Act and 9(2). M. Portelance then intervened to say that if there were a bilingual district proclaimed in Montreal, it would be next to impossible to have unilingual services. Therefore, he was opposed to a bilingual district. However M. Trudel was not swayed in his opinion and said that he still favoured a bilingual district to protect the English.

Mme Raymond pointed out that one could argue that in order to save the French language in Montreal, it was necessary

not to have a bilingual district. M. Trudel said that the language of work was another issue, he still believed that Montreal must have a bilingual district. If not, he said there would be complications in the existing services provided by the Federal Government in Montreal. M. Roy said that the problem really lies basically in the fact that the senior echelons of the Civil Service in Ottawa have not yet accepted the principles and implications of bilingualism, but that one could not solve that problem by creating a bilingual district in Montreal. He believed that the first thing to do was to ensure that the federal departments in Ottawa become genuinely bilingual. He also asked the question of whether the creation of a bilingual district was necessary to ensure the provision of bilingual services. Mme Raymond and several others replied in the negative. The Chairman then asked M. Roy and M. Trudel if they would be content with the recommendation of the application of Section 9(2) for Montreal. M. Roy replied by saying that he would have to wait to see how it would work out. If it were effective, he would be all in favour of 9(2) being applied in Montreal and in all large metropolitan centres in Canada. M. Trudel said that he would stick to his original opinion that there should be a bilingual district in Montreal, even if Montreal were the only large metropolitan centre in Canada to have a bilingual district. He added that he had found that he had secured services in French from Air Canada in both Vancouver and Ottawa.

Summarizing the opinions of these four M.P.'s, one can say that the only thing on which they agreed was that one should not recommend cutting Montreal in two, to create a bilingual district in one part of the city. Otherwise, the expression of opinion was very divergent. I think it was M. Portelance who said that he believed that the Liberal caucus should discuss the question of a bilingual district in Montreal, but I think it was M. Trudel who said that if they did, they were not likely to arrive at a unanimous agreement on anything.

In the afternoon, returning to Toronto by airplane I met Mr. Charles Caccia, Liberal M.P. for Davenport riding in Toronto. When Mr. Caccia asked me what had brought me to Ottawa, I explained the work of our Board and noted the problem that we had encountered in regard to large metropolitan centres. He expressed interest in the problem and I thought that I might as well take advantage of the situation to acquire his views as one member from a large metropolitan centre. I therefore report to you briefly what he had to say on the subject. His views are all the more interesting, I think, because Mr. Caccia is a first generation Canadian, having arrived in Toronto approximately twenty years ago from Italy. His view was that we should

do everything we could to make recommendations for the use of the French language in a city such as Toronto. He believed that it was wise to push the use of the two official languages as much as possible, for the good of the French-Canadian minority but also for the good of the other ethnic groups. His reasoning was that if Canadians became aware that there were two official languages, they might also become aware of the fact that not only was there a sizable French minority in the country but that there were other large ethnic groups as well. He said that by pushing both official languages, one would open up multi-cultural possibilities by making people aware of the existence in Canada of more than one language group. He noted that he had found resentment in Toronto against the concept of two official languages which were English and French. He reported that his Davenport electorate would be composed roughly of 70% Anglo-Saxons by maternal tongue, 25% italians by maternal tongue, and approximately 5% Serbo-Croatians and Ukranians. He noted that the Anglo-Saxon element, and I think he meant the other elements as well, did not particularly favour the concept of two official languages.

BILINGUAL DISTRICTS ADVISORY BOARD

Impressions of Meetings with Quebec M.P.'s

Ottawa, 14 December 1973

by W.F. MACKEY

On December 14, we met in Ottawa (Confederation Building) with four members of parliament from the Montreal area. Two of these, Herbert and Trudel, expressed some of the most categorical views we have yet heard on the advisability of recommending Montreal as a bilingual district.

Herbert, an Anglophone member, was categorically opposed to the idea of declaring Montreal a bilingual district. His chief arguments were the following:

1. Montreal has long had federal services in English.
2. The creation of a bilingual district would change nothing.
3. It would create a great deal of inter-ethnic conflict for "nothing at all".

Trudel, a Francophone member, was just as categorical in favouring the creation of a bilingual district in Montreal. His main arguments were the following:

1. It is unthinkable that we should not guarantee to the Anglophone population of Montreal services in their own language.
2. Montreal is the largest city in Canada.
3. Montreal is also an international city and a large tourist centre.

What Trudel wished to avoid is a situation where the Anglophone could not obtain federal services in English; but he did not insist that the bilingual district was the only formula which could be used to guarantee services in English.

What Herbert wished to avoid was useless conflict over the formalization of a situation which is already quite satisfactory.

The other two members, Roy and Portelance, raised questions on both these views. One wondered whether Montreal should not give an example to the rest of Canada. The other pointed out that Montreal would be the only large city in Canada to be a bilingual district; Toronto would not be in this category.

All were opposed to the idea of dividing the city of Montreal. All were in favor of continuing services in the English language. The main problem seemed to be with the formula to be used.

It would seem that all would agree to guaranteeing services in English under a more appropriate formula.

Ottawa,
December 14, 1973



SECURITY CLASSIFICATION / DE SÉCURITÉ

Members
Bilingual Districts Advisory Board

OUR FILE / N° RÉFÉRENCE

1823-180/5

YOUR FILE / V° RÉFÉRENCE

N.M. Morrison
Secretary General

DATE

January 24, 1974

FROM
DE

Meetings in Montreal, Monday January 21, 1974

Some members of the Board were able to triumph over the adverse forces of nature last weekend and consequently the two meetings in Montreal were held as planned although with depleted forces.

Three members of the Board participated in the meetings as well as myself. Dr. Mackey and Dr. Lamontagne succeeded in reaching Montreal despite the miserable weather conditions, Dr. Mackey arriving directly from Florida on Monday morning. Mme Raymond, of course, was in Montreal and bravely splashed through the slush and rain which persisted during the day. Drs. Fox and Cartwright were prevented from getting to Montreal due to the miserable weather conditions in central and western Ontario which grounded all flights Sunday afternoon and evening and Monday morning. Even reservations on the train were impossible. Father Regimbal, who had planned to attend the meetings, called me on Thursday or Friday to say that it was really impossible to get there. It is just as well because he would have been stranded somewhere en route in any case, and indeed, it is just as well that no member from the West attempted to attend the meetings because they would not have arrived.

The first meeting was with the Minister of Education of Quebec, Dr. François Cloutier, at his Montreal office at 222, rue St-Laurent in le vieux Montréal. Mr. Jean-Guy Lavigne who is Special Advisor to the Minister was also present. Mr. Lavigne, a very pleasant, cooperative and intelligent person, was Secretary for the Gendron Commission.

The meeting with Dr. Cloutier lasted from 11:00 until 12 o'clock. Although it started on a very restrained, and even a critical note, as far as Dr. Cloutier was concerned, it developed into a very good and quite friendly dialogue. Mme Raymond remarked afterwards that the atmosphere was much more friendly and the meeting was much more satisfactory than the one held last year. I was not present at the previous meeting but my personal opinion was that this one proved to be very useful indeed. I think the Quebec members of the Board were proved to have been right in persisting to arrange a meeting even at this late date. Obviously, it would have been better if there had been at least one or two members present from outside Ottawa and Quebec, and especially representing the French-speaking minorities outside Quebec but even so, the discussion was very much worth-while. It really was essential to have consulted or at least informed the Quebec government about proposed recommendations before completing the report.

I expect the three members of the Board will send you reports of their impressions of the meetings and questions discussed. I will dictate a separate memo based on some of the notes I made at the meeting but Dr. Lamontagne took even more extensive notes which I am sure will be interesting and helpful to those who were unable to be present.

The second meeting was with two Montreal MPs and was held in a conference room at the United Appeal Building where Mme Raymond has her office at 493 Sherbrooke St. West. The two members who had requested a meeting with the Board in writing turned up. Mr. Rod Blaker, MP for Lachine-Lakeshore arrived slightly before 2:30 and left about 3:30 or 3:45. Miss Monique Bégin, MP for St-Michel, arrived shortly before 3:00 and stayed until 4:15. Mr. Ian Watson, who had said he would come did not arrive, possibly as a result of the bad driving conditions. At the suggestion of Mlle Bégin, Mme Pilon had phoned the secretaries of all those MPs from the Montreal region who had not met with the Board previously. A list prepared by Mme Pilon of the members whose offices were contacted and the response received is attached for your information.

The meeting with Mr. Blaker and Mlle Bégin was quite informal and developed into a lively and fruitful exchange of ideas including differences in approach or points of view between Mr. Blaker and Mlle Bégin.

N.M. Morrison

Encl.

List of Montreal M.P.'s that we have called.

Mr. John J. Cambell (no)
M.P. for LaSalle

The Hon. Bryce Stuart Mackasev (did not call back)
M.P. for Verdun

Mlle Monique Bégin (yes)
M.P. for Saint-Michel

M. Prosper Boulanger (no)
M.P. for Mercier

M. Yves Demers (did not call back)
M.P. for Duvernay

M. Raymond Dupont (did not call back)
M.P. for Sainte-Marie

L'Hon. Jean-Pierre Goyer (did not call back)
M.P. for Dollard

M. Jacques Guilbault (did not call back)
M.P. for Saint-Jacques

M. Fernand E. Leblanc (out of the country)
M.P. for Laurier

M. Gérard Loiselle (away in Cuba)
M.P. for Saint-Henri

M. Jacques Oliver (did not call back)
M.P. for Longueuil

M. Marcel Prud'homme (did not call back)
M.P. for Saint-Denis

M. J.-Antonio Thomas (no)
M.P. for Maisonneuve-Rosemont

M. Francis Fox (no)

Ian Watson (yes)

Rod Blaker (yes)

January 18, 1974



MEMORANDUM

NOTE DE SERVICE

Chairman and
Members of the Board

N.M. Morrison
Secretary General

SECURITY CLASSIFICATION DE SÉCURITÉ

OUR FILE N/RÉFÉRENCE

1823-180/5

YOUR FILE V/RÉFÉRENCE

DATE
January 28, 1974

SUBJECT
OBJET

Meetings with the Hon. François Cloutier and MPs from the
Montreal region in Montreal, Monday, January 21, 1974

Attached you will find copy of a report
by Dr. Lamontagne on the two meetings held in Montreal
on January 21, 1974.

Mme Raymond did not have time to dictate
any notes before she left on holiday last Friday and we
have not yet heard from Dr. Mackey.

SON

N.M. Morrison

Attached

Visite à Montréal

le lundi 21 janvier 1974

I. Rencontre avec M. François Cloutier
Ministre de l'Education du Québec
au 222, rue Saint-Laurent à 11h 00.

M. Cloutier, accompagné de son conseiller spécial, M. Lavigne, a d'abord écouté la présentation de l'objet de notre visite, par Mme Raymond et M. Mackey. Il s'est prêté fort volontiers à toutes les questions qu'on a bien voulu lui poser.

Il se dit très au courant du problème puisqu'il a déjà été consulté par le premier Conseil et par deux de nos membres.

Il comprend que nous avons un mandat bien clair à remplir et il se défend de vouloir influencer en quoi que ce soit sur nos décisions.

Cependant il se réserve le droit de juger cette loi du point de vue québécois.

Le ministre considère que cette loi ne correspond pas aux besoins du pays qui diffèrent d'une région à l'autre et qui devraient faire l'objet de législations locales. D'où il vient que le fédéral devrait, au lieu de prendre les devants, plutôt s'adapter aux réglementations provinciales; il n'aurait pas dû tenter d'établir une formule centrale applicable d'un bout à l'autre du pays. La règle du 10 p. 100 ne veut pas dire la même chose dans un endroit ou dans l'autre.

M. Cloutier résume la politique linguistique du Québec à laquelle il travaille depuis 1970 et il a fait plusieurs déclarations dont on donnera copie au Conseil. Il a déjà établi des structures de l'enseignement du français et d'un bureau de recherche, l'Office de la langue française, qui est au service de toute la population, notamment de l'industrie. Il reste à formuler une politique linguistique d'ensemble dans un des projets de loi qui sont à l'étude; ils ne sont pas encore publiés, mais ils sont réalistes et vont dans le sens du respect de la Confédération et de la protection des minorités.

Aux trois hypothèses de recommandations éventuelles de notre Conseil, le ministre réagit de la façon suivante:

1. Proclamation de quelques districts bilingues au Québec.

Si Montréal est incluse, ce sera provoquer un tollé général et précipiter la fin de la Confédération.

S'il y a des districts proposés ailleurs dans la province, le ministre devra les dénoncer; c'est la seule attitude possible du point de vue politique.

2. Pas de districts bilingues au Québec

Le gouvernement fédéral traite le Québec comme un cas spécial: la minorité anglophone reçoit déjà tous les services qu'elle désire et y a toujours été bien protégée. Donc pas besoin de proclamer ce qui existe déjà. Il y a des services bilingues au Québec mais "il n'est pas nécessaire de le dire".

3. Décision d'attendre la définition de la politique linguistique du Québec

Le Québec est en train de se doter d'une politique linguistique.

Plusieurs mesures législatives ont déjà été prises, d'autres viendront probablement lors de la prochaine session. Ce serait dommage que la loi fédérale s'applique avant que le Québec ait défini ses positions et ses particularismes.

J'ai essayé jusqu'ici de présenter le plus fidèlement possible la pensée du ministre. Voici maintenant mes impressions personnelles de cet entretien.

J'ai cru percevoir à travers toutes ces remarques que le ministre considère le domaine du bilinguisme comme partie du système de l'éducation (enseignement des langues) et que l'intervention du fédéral lui paraît une violation d'une juridiction provinciale.

C'est une question politique très délicate qui suscite beaucoup plus d'émotion que de raison. Comme tout bon politicien, il est fort sensible à la raison politique et il ne veut surtout pas provoquer de querelles qui lui semblent beaucoup plus dangereuses qu'utiles. Sa solution à lui c'est de laisser ce problème aux provinces. Il est convaincu que la loi fédérale est mauvaise et qu'elle est incompatible avec les besoins du Québec.

Conclusion personnelle

A bien y réfléchir je ne vois pas d'incompatibilité entre ce que les deux niveaux de gouvernement se proposent de faire: soit assurer leurs services respectifs dans les deux langues officielles du pays. En particulier, je comprends mal que le ministre s'oppose à cette loi:

1. la loi établit comme principe fondamental que le français est l'une des deux langues officielles du pays;
2. le gouvernement fédéral dit à ses propres fonctionnaires: "Dans tel endroit ou dans tel district vous devrez assurer les services en français et en anglais pour répondre au désir de la population. Cette prescription ne touche en rien aux prérogatives d'aucune province d'édicter pour ses fonctionnaires et pour sa population francophone et anglophone les règles qu'elle jugera appropriées. Il en sera de même, j'imagine, au niveau municipal. Que les trois niveaux de gouvernement s'occupent vraiment de leurs affaires et les... priorités québécoises seront bien gardées.

II Rencontre avec M. Blaker et Mlle Bégin dans l'après-midi Deux représentants fédéraux de comtés de la région de Montréal.

M. Blaker voudrait être sûr que le français peut survivre en Amérique du Nord. Pour lui tous les Québécois devraient être bilingues. L'un des principaux moyens d'arriver à cette fin serait d'améliorer l'enseignement des deux langues. Il faudrait également fournir aux Canadiens français tous les moyens possibles de conserver et d'illustrer leur langue. Il ne prévoit aucune réaction sérieuse dans le cas où la ville de Montréal ne serait pas proclamée district bilingue.

Il attache beaucoup d'importance à la façon dont le rapport sera présenté au public. (C'est un spécialiste en relations publiques.) Voici quel serait l'ordre de son argumentation:

- a) Le premier Conseil a proposé que toute la province soit déclarée district bilingue.
- b) Le présent Conseil ne propose que les districts où les services bilingues sont requis.
- c) La ville de Montréal a tous les services bilingues qu'il lui faut, donc elle peut se passer d'une telle proclamation.

- d) En 1981 il y aura réévaluation par le nouveau Conseil.
- e) La ville de Montréal serait ainsi traitée sur le même pied que les autres grandes agglomérations au Canada.
- f) La meilleure façon de procéder est de s'adresser au directeur des nouvelles de tous les média des deux langues.

Pour sa part, Mlle Bégin reconnaît que la ville de Montréal est un symbole pour les francophones. C'est vrai que c'est la métropole du Canada, que c'est une ville internationale, mais c'est surtout une sorte de La Mecque pour les francophones qu'on ferait enrager inutilement en en faisant officiellement un district bilingue.

Mlle Bégin, accepterait, dans le respect des droits des minorités, que le français soit déclaré langue de travail au Québec.

J'aurais voulu vous présenter un rapport aussi complet que ceux auxquels vous a habitués notre président. Je m'excuse des insuffisances que mes collègues présents pourront sans aucun doute combler.

Leopoldo Santopiero
le 25 janvier 1974

CONFIDENTIAL

BILINGUAL DISTRICTS ADVISORY BOARD

Impression of meeting with
the Minister of Education -
January 21, 1974

by

W. F. Mackey - February 4, 1974

This second meeting with the Quebec Minister of Education took place during the morning of January 21, 1974 in the Montreal Offices of the Ministry of Cultural Affairs.

Mr. Cloutier and his executive assistant, Jean-Guy Lavigne represented the Quebec Government whereas the Board was represented by Madame Raymond, Léopold Lamontagne, Neil Morrison and William Mackey.

Madame Raymond opened the meeting by informing the Minister of the work done by the Board since his meeting with us about a year ago, especially as it concerned the province of Quebec. We showed the Minister the maps of the districts we were thinking of proposing and alluded to the difficulties of arriving at an equitable solution concerning the anglophone minority in the province.

Mr. Cloutier showed himself sympathetic to our problems but made it clear that the policy of his government had not changed and that he would publicly oppose any recommendation for the creation of federal bilingual districts in Quebec.

We then went on to the problem of Montreal. Here the Minister was even more categorical - especially when it came to the creation of bilingual districts within the urban community. He stated emphatically, "Diviser ainsi la ville de Montréal, c'est mettre fin à la Confédération".

In the latter part of our meeting we attempted to obtain the possible reaction of the Quebec government to a number of hypothetical formulas. Even though some of our questions may have been difficult and at times even embarrassing to the Minister, it was a most fruitful exchange. From it the following assumptions could be drawn:

1. The greater the number and size of the federal districts, the greater will be the public opposition.
2. This opposition could be attenuated and a federal-provincial confrontation avoided if a formula for protecting the language rights

of the anglophone minority in Quebec were worked out with the Quebec government which is now in the process of debating its own language policy.

The Minister made it clear that the language question in Quebec was a far more sensitive political issue than it was in any other province. And for him it was essentially a political question. The Quebec government could not afford to give the impression that it condoned the establishment of legally constituted areas within the province whereby the English language would be given some sort of extra-protection which it does not already enjoy.

CONCLUSION

It would seem wise to present our recommended districts in Quebec as one of a number of possible solutions to be discussed between the federal and Quebec governments so that the formula arrived at might not conflict with Quebec's language policy. This could prevent the official antagonism which any federal statement of language policy operating within the territorial limits of Quebec is bound to arouse. This may admittedly postpone the implementation of our recommendations until the language policy of

Quebec has been established for I suspect that not having yet arrived at such a policy the Quebec government must oppose anything that may close or hamper any of its possible options. It may well be that Quebec may end up by favouring the establishment of bilingual districts once it has established a language policy; but the provincial policy should precede any federal policy; the initiative in such matters should not be taken out of provincial hands.

Ottawa,

February 8, 1974

Chairman and
Members of the Board,

FROM
DE
Neil M. Morrison,

FOUR FILE V REFERENCE

Chen

December 20, 1973

Further meeting with Dr. Mark MacGuigan.

Following up on the decision taken at the Board meeting on Monday, I telephoned the office of Mark MacGuigan, member for Windsor-Walkerville and Parliamentary Secretary to the Minister of Manpower and Immigration, to arrange a meeting with Dr. Lamontagne and myself sometime this week if possible, to discuss further the suggestion he had made during our previous meeting that the Board should recommend in its Report the establishment of some kind of permanent advisory or investigative body concerning bilingual districts. Dr. MacGuigan was not in his office but I explained the purpose of my call to his assistant Miss Quenneville. She said this was a very busy week indeed but she would speak to Dr. MacGuigan and see if a meeting could be arranged. I explained that it was a matter of some urgency to see him this week if possible, since the Chairman was beginning to draft the Report of the Board and he would like to know more clearly and fully the nature of Mr. MacGuigan's proposal so that it might be included in the draft and discussed at the next meeting of the Board to review this document early in March.

Dr. MacGuigan called me back yesterday morning. He was at first rather reluctant to have another meeting because he felt he did not have much to add to what he had already said, but I explained that the members who had been at the meeting with him previously had not been clear exactly what he had in mind. Consequently he agreed to meet Dr. Lamontagne and myself at 3.30 p.m. following the question period on Thursday afternoon in his office, Room 463 in the Confederation Building.

During our telephone conversation, he mentioned to me that he had had a meeting with the Minister of Justice the previous day and that there was a possibility, although nothing was definite yet, that the new Human Rights Legislation to be introduced in the next Session of Parliament might include

obtaining an Act for these districts, although this would be in the form of protection for persons working within the Public Service rather than being concerned with citizens receiving services. Dr. MacQuigan said that what he and his colleagues were concerned about was not boundaries but the implementation of the bilingual districts concept or policy. It is for this reason that he suggested that there should be a continuing body, outside the bureaucracy, which would be concerned about implementation. Such a Board or Committee would take a general look at how the policy was being implemented and advise the Government. It would not be involved in the administration of the policy, but rather act in an investigative and an advisory capacity, presumably to ensure a fair and sensible application of the law and regulations in specific areas across the country.

In conclusion, Honorable Lamontagne and I will have a further discussion with Dr. MacQuigan and send you a report later.

Neil M. Morrison,
Secretary General



MEMORANDUM

NOTE DE SERVICE

TO
A

Members
Bilingual Districts Advisory Board

FROM
DE

Secretary General

SUBJECT
OBJET

Proposal for Continuing Bilingual Districts Advisory Board or
Committee -
Report of meeting with Dr. Mark MacGuigan, MP, Windsor-
Walkerville - Thursday, December 20, 1973

SECURITY - CLASSIFICATION DE SÉCURITÉ

OUR FILE - N/REFERENCE

YOUR FILE - V/REFERENCE

DATE
March 4, 1974

At its meeting on December 16 and 17, the Board decided to ask Dr. Lamontagne to meet with Dr. Mark MacGuigan again, if possible, to explore further the suggestion he had made at the previous meeting with some members of the Board for a continuing Advisory Commission. Dr. Lamontagne asked the Secretary to make arrangements for such a meeting and to accompany him.

On December 19, I talked to Dr. MacGuigan on the telephone. First, he was rather reluctant to meet again since he did not feel that he had much to add to what he had previously said. However, I explained that the Board would like to be clear about the nature of his proposal and explore further the possibility and implications of including such a recommendation in the Report.

Dr. MacGuigan said that what he had in mind was a continuing body which would be concerned about the implementation of the recommendations for bilingual districts and would take a look at how the policy was being implemented in general and not the administration or the bureaucracy. He also referred to new legislation concerning the protection of human rights which was being drafted by the Minister of Justice for submission to the next session of Parliament. He suggested there might be something included about language rights. He had been, or was going to be, involved in discussion with the Minister of Justice concerning this new legislation. Finally, he agreed to meet with Dr. Lamontagne and myself the next day because of his conviction about the importance of the idea of having a continuing advisory group to watch over the process of implementation and to guard against possible abuses.

In preparation for the meeting I looked up the replies we had received from federal government departments and agencies in the survey for the Board conducted under Col. Morency's supervision about the situation in the Windsor area. A fairly substantial number of departments have offices located there. I found that those indicating they were already capable of supplying bilingual services at their Windsor offices were National Revenue - Excise, National Revenue - Customs, Secretary of State, Unemployment Insurance, C.N.R., and the C.B.C. French Radio as well as English Radio and English Television. In addition the Post Office Department reported ten offices at various localities, including the Windsor municipal office, out of a total of sixteen in the area were capable of providing services in both languages. The six which did not have this capacity were municipal offices located in Tilbury, Maidstone, Dover Centre, St. Joachim, Ruscon Station, and Essex. The departments which indicated that they could not provide bilingual services in the Windsor area included: Agriculture, Environment, Manpower and Immigration, National Defence, Health, Transport, Veterans Affairs, National Revenue - Taxation, Mounted Police and Central Mortgage and Housing. I referred to this information in discussing the situation and needs in the Windsor area with Dr. MacGuigan.

We met with Dr. MacGuigan for about half an hour shortly after 4 p.m. on Thursday. In introducing the discussion Dr. Lamontagne outlined the idea he had already advanced himself of having a small continuing body, of perhaps three persons, which would carry out research and keep up to date with developments after the present Board had submitted its recommendations.

Dr. MacGuigan agreed that research needed to be done but said that was not what he was most concerned about. He felt strongly that there should be a continuing advisory body in the form of a national board or commission which would be larger than three persons and have representation from various parts of the country. It should be independent and entirely outside the administration and be empowered to hold meetings in local areas and carry out investigations. At first he seemed to imply that this would be a permanent body but later he suggested that it might be appointed for a period of possibly two or three years. He said that such a body should have two principal functions: 1) to carry out the process of bilingualization for a large part of the public services in certain specified areas of the country; and 2) to make sure this was done in such a way that the feelings of the majority i.e. the French in Quebec and the English elsewhere in the country, were not alienated.

He denied that this function of preventing abuses and guaranteeing justice in the process of bilingualization was a function of the Office of the Official Languages Commissioner. According to him Mr. Spicer's job was enforcing the government's policy about bilingualism and making sure it worked, a task which he had been pursuing with great vigour. However, because of his active enforcement role he was not regarded by a great many people as being an impartial judge or an ombudsman capable of protecting individual rights.

Dr. MacGuigan said that a great deal of opposition to the bilingualism policy was based on people's bad feelings. He felt it was important to avoid arousing further antagonism. By over-dramatizing requirements or changes you could cause a backlash in various ways, not just among English-speaking citizens but among other language groups as well. If the sympathy of the majority was lost, the whole language policy of the government could well be jeopardized. In expressing this concern he did not feel that he and others like him were being over-sensitive but just sensible and realistic. He suggested that if the activities or supervision of such a continuing commission could save even a few incidents in the country it would be well worth the effort. He reiterated his strong support for the bilingualization of government services where needed in his area and in other parts of the country, but he was anxious to avoid having it done in such a way which would create further conflict and strain among ethnic and linguistic groups and arouse unnecessary and potentially damaging opposition.

In discussing what form the continuing body should take we mentioned the suggestion Mr. David MacDonald had made to us that there should be local or regional advisory committees to assist federal regional officials in putting the bilingual districts policy into effect. Dr. MacGuigan agreed that there should be some local input and he felt that this should be done for each proposed bilingual area. This might also be considered for important centres like Toronto. Indeed there should be advisory groups everywhere bilingualization is expected to be installed.

Finally, Mr. MacGuigan said that he thought that it would be a mistake if the Advisory Board did not make a recommendation for a continuing body of the kind he had suggested. He said that if this recommendation was proposed the MPs would see that it was carried out but even if the Board did not recommend it, the idea would probably be pushed into Caucus in any case.



N.M. Morrison

chron

MEMORANDUM

NOTE DE SERVICE

Members
Bilingual Districts Advisory Board

SECURITY CLASSIFICATION DE SECURITE

OUR FILE N. REFERENCE

OUR FILE N. REFERENCE

FROM
De

Don Cartwright

DATE

January 23, 1974

SUBJECT
OBJET

Canadian Association of Geographers Conference, London, Ontario

On January 18th and 19th I attended a combined conference of the Ontario Geographic Names Board and the Canadian Association of Geographers, at the University of Western Ontario, as a representative of the Bilingual Districts Advisory Board. I received the request to attend from the organizing committee of the Association and thanks to our Chairman I was able to comply.

During the seminar discussions and later, in private conversation, I was careful to discuss the kind of research that we have begun, what could be done by departments in those parts of Ontario where there is a concentration of the F.M.T. population, and to gauge how much research is being done. No mention was made of the location of potential districts although there was an interest in the concept of districts - the thumb was kept firmly implanted in the dike.

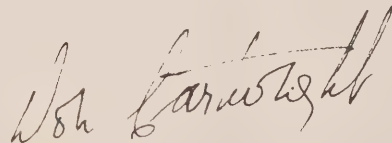
There were representatives from most of the universities in Ontario, from the government of Ontario, and from the federal government (Department of the Environment). I have appended a list of people with whom I discussed the work of the Board and the need for research on the minority population.

I was somewhat dismayed to find that little research is in progress on the F.M.T. population in Ontario but all concurred that more needed to be done. This, at least, would seem to give support to the Board's recommendation for continued research into the trends among the E.M.T. and F.M.T. populations in Canada if it is decided that this should be included in the report. Prof. Innis of the University of Windsor is particularly interested in doing more research on the F.M.T. population in the Windsor-Essex region and we spent more than an hour discussing the work that has been done to date and the significance of the "district" concept to a minority population.

Mr. Colin Williams of the University of Swansea (Wales) is conducting research among the high school population of New Brunswick (E.M.T. and F.M.T.). He has completed similar research among Welsh (United Kingdom) students of the same age group and is attempting to measure nationalist tendencies among isolated cultural groups. As you will see his interest in Canada is focused upon the Acadian population of New Brunswick. I have enclosed a copy of the questionnaire that he has already presented to several hundred students in the province. An interesting perception problem in question #16 is an adjunct to the major body of the questionnaire and will be written up as part of a separate paper to be presented at a future meeting of the C.A.G.

Miss Pauline Roulston of the Ontario Geographic Names Board had an interesting suggestion for those regions in Ontario where the F.M.T. population is particularly strong. The Board will accept a recommendation for a change of name for unincorporated centres or for landscape features (rivers, creeks, lakes, bays). In Eastern Ontario there are many unincorporated centres that have a large F.M.T. population but a non-French name - Clarence Creek, Sarsfield, Bearbrook, Johnsons Ferry, etc. It is possible that the local population would resist a name change but such a move has been successful(?) in Southwestern Ontario (Galt, Hespler, Preston is now the community of Cambridge). The Ontario Geographic Names Board has been in existence since 1971 and as their work receives more publicity it is possible that an organization such as A.C.F.O. will encourage the people of eastern and northern Ontario to consider local changes. One wonders if the declaration of district status could provide such an impetus.

I feel that the seminars and private discussions during the two-day conference were useful and I appreciate the opportunity to represent the Board at this gathering.



D.C. Cartwright
Director of Research

encl.

People with whom the work of the Bilingual Districts Advisory Board was discussed during and after the formal sessions:

Prof. J. Jackson, Chairman,
Department of Geography, Brock University

Prof. Frank Innis, Chairman,
Department of Geography, University of Windsor

Prof. J. Konarek,
Department of Geography, Laurentian University

Mrs. P.J. Roulston, (Toponymist),
Ontario Geographic Names Board,
Ministry of Natural Resources,
Government of Ontario

Mr. Colin Williams,
University of Swansea (Wales),
United Kingdom

Prof. A.K. Philbrick,
Department of Geography,
University of Western Ontario

Prof. C.F.J. Whebell,
Department of Geography,
University of Western Ontario

THE UNIVERSITY OF WALES

DEPARTMENT OF GEOGRAPHY

Please indicate your responses to the questions by circling the relevant number where appropriate.

1. Male 1 Female 2
2. Where was your place of birth? (town/county) _____
3. Where were your parents places of birth?
Father _____
Mother _____
4. Where have you lived for the greater part of the last five years?
(town/county) _____
5. What language was first learned by your parents?
Father _____
Mother _____
6. At what level did your parents stop education in
 - a) their mother tongue? Father _____
Mother _____
 - b) their other language? Father _____
Mother _____
 - c) What sort of school did your parents attend?
 1. Unilingual English
 2. Unilingual French
 3. Bilingual
7. Have your parents encouraged you to learn or speak French? _____
8. How well do you speak French?
 - Do you a) speak French as your mother tongue? 1
 - b) speak French and English equally well? 2
 - c) speak only a little French? 3
 - d) not speak French at all? 4

9. Please list the subjects that you are studying for matriculation? Is instruction given in French or in English in these subjects?

1 _____

2 _____

3 _____

4 _____

5 _____

6 _____

10. a) How many years at High School have you studied French?

0 1 2 3 4

- b) Were you taught French with the aid of a language laboratory?

at any time?

Yes 1 No 2

11. When you studied French, did you

- a) particularly enjoy studying and using the language? 1
- b) treat it the same as most of your other school subjects? 2
- c) not enjoy studying French? 3
- d) particularly dislike the subject? 4

12. a) Do you belong to any French-language social organisation outside school?

Yes 1 No 2

- b) if so, what are they? 1 _____

2 _____

3 _____

4 _____

13. a) What NATIONALITY do you consider yourself to be? _____

- b) What is the occupation of the head of your household? Please be as specific as possible. _____

14. Indicate by means of a tick in the appropriate column your response to the following statements.

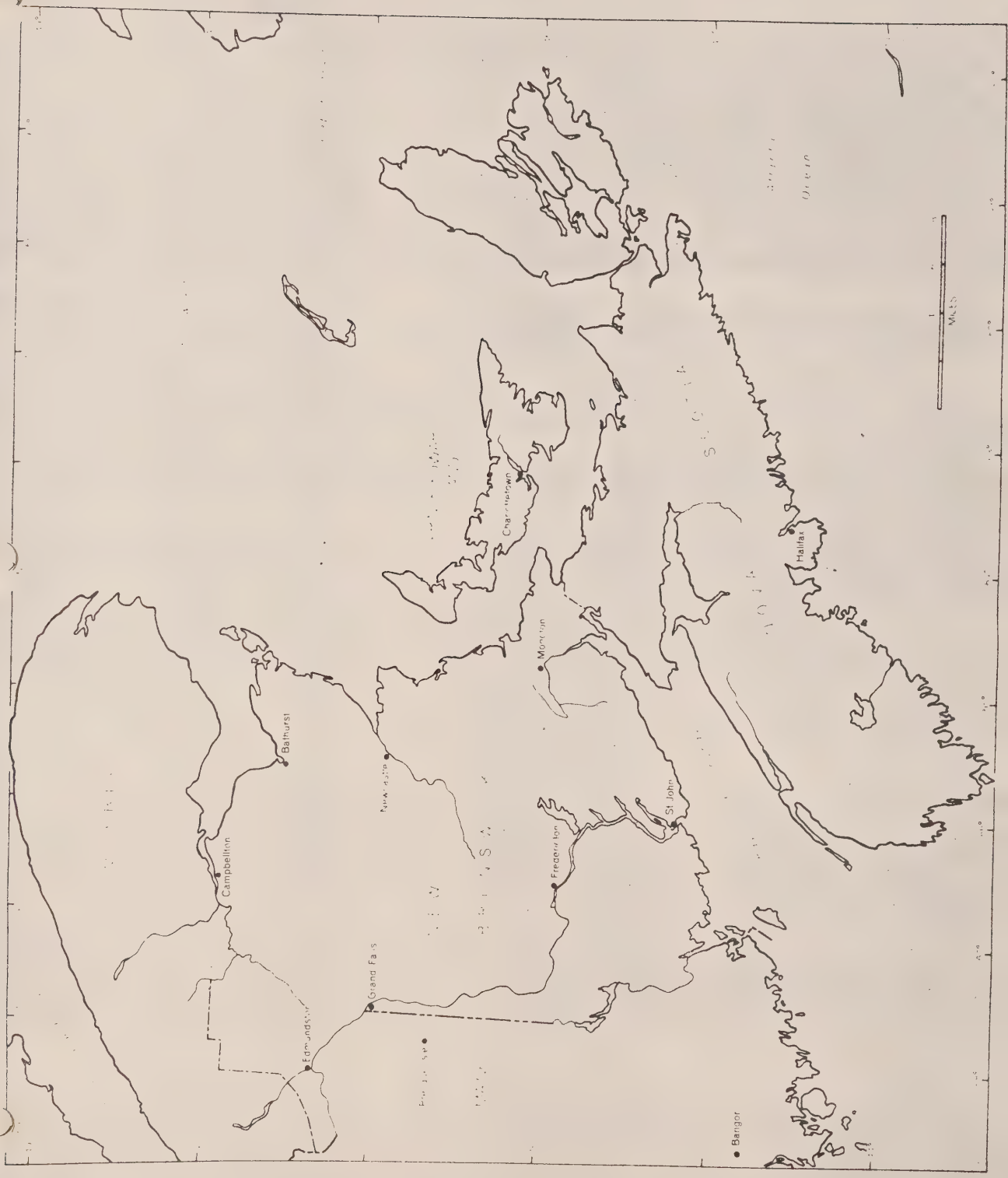
	Strongly agree	Agree	Neutral or don't know	Disagree	Strongly disagree
French is a difficult language to learn.					
French people should not speak French in the company of English people.					
English should be equal to French in life in New Brunswick.					
The compulsory teaching of French in schools should be increased considerably.					
English will eventually replace French in New Brunswick.					
It is an inevitable event that strong languages should replace weak ones.					
There is nothing I can do to change the present status of the French language in New Brunswick.					
One need not learn English in order to participate fully in the life of New Brunswick.					

15. Indicate by means of a tick in the appropriate column your response to the following statements.

	Strongly agree	Agree	Neutral or don't know	Disagree	Strongly disagree
Acadia is an important part of French Canada.					
Acadians should support Quebec Nationalism.					
The present situation of Acadia is satisfactory.					
The Francophones of New Brunswick should be self-governing if they wish.					
Acadia is too small to have a separate government.					
The Francophone portion of New Brunswick should join the Province of Quebec.					
If you speak French you should be an Acadian Nationalist.					
The Acadians are better off as part of the Canadian Federation rather than as a separate state.					

16. With reference to the attached map:

- a) Outline the area of Acadia as you understand it?
- b) What main factors did you consider in drawing the map?



8. a) Le français est-il votre première langue? 1
- b) Etes-vous bilingue anglais-français? 2
- c) Parlez-vous seulement un peu de français? 3
- d) Ne parlez-vous pas du tout français? 4
9. Indiquez les matières que vous étudiez en vue de l'obtention de votre diplôme d'école secondaire.
- 1 _____
- 2 _____
- 3 _____
- 4 _____
- 5 _____
- 6 _____
10. a) Pendant combien d'années avez-vous étudié le français à l'école secondaire?
- 0 1 2 3 4
- b) Votre enseignement a-t-il comporté des exercices en laboratoire de langues?
- Oui 1 Non 2
11. Quand vous avez étudié le français
- a) avez-vous particulièrement apprécié l'étude et l'utilisation de cette langue? 1
- b) l'avez-vous considéré comme une de vos matières parmi les autres? 2
- c) cela vous a-t-il déplu? 3
- d) avez-vous particulièrement détesté cette matière? 4
12. a) Appartenez-vous à une quelconque organisation francophone?
- Oui 1 Non 2
- b) Quelles sont-elles? 1 _____
- 2 _____
- 3 _____
- 4 _____

13. a) De quelle nationalité vous considérez-vous? _____
- b) Quelle est la profession de votre père/mère/tuteur? Soyez aussi précis que possible. _____

14. Mettez une croix dans la case qui convient:

	Vivement d'accord	D'accord	Sans opinion	Pas d'accord	Fortement opposé
Le français est une langue difficile à apprendre.					
Les français ne devraient pas parler français en la compagnie d'anglais.					
La langue française et la langue anglaise devraient être égales dans tous les aspects de la vie au Nouveau Brunswick.					
Il faudrait augmenter considérablement l'apprentissage obligatoire du français dans les écoles.					
L'anglais devrait totalement remplacer le français.					
Il est naturel et inévitable que les langues fortes remplacent les langues faibles.					
Il n'y a rien que je peux faire pour changer l'état actuel de la langue français au Nouveau Brunswick.					
Ce n'est pas nécessaire d'apprendre l'anglais pour participer complètement dans la vie au Nouveau Brunswick.					

15. Mettez une croix dans la case qui convient:

	Vivement d'accord	D'accord	Sans opinion	Pas d'accord	Fortement opposé
L'Acadie constitue une partie importante du Canada français.					
Les Acadiens devraient appuyer le nationalism québécois.					
La situation politique actuelle de l'acadie est satisfaisante.					
Les francophones du Nouveau Brunswick devraient avoir la possibilité d'établir un gouvernement indépendant s'ils le désirent.					
L'Acadie est trop petite pour avoir un gouvernement indépendant.					
La partie francophone du Nouveau Brunswick devrait se joindre politiquement au Québec.					
Si vous parlez français, vous devriez être un nationaliste acadien.					
Il vaut mieux que les Acadiens fassent partie d'une fédération canadienne plutôt que de former un état indépendant.					

16. a) Délimitez l'Acadie telle que vous la connaissez.
- b) De quels facteurs avez-vous tenu compte en dessinant la carte?

le 26 septembre 1972

CONSEIL CONSULTATIF DES DISTRICTS BILINGUESPREVISIONS BUDGETAIRES REVISEESANNEE FISCALE 1972-73

(a) Dépenses courantes

(b) dépenses cumulatives

CODE	AVRIL	MAI	JUIN	JUILLET	AOUT	SEPTEMBRE	OCTOBRE	NOVEMBRE	DECEMBRE	JANVIER	FEVRIER	MARS	TOTAL
01 (a)	1,500	1,500	1,500	3,200	5,000	6,000	7,000	7,000	7,000	7,000	7,000	7,000	60,700
(b)	1,500	3,000	4,500	7,700	12,700	18,700	25,700	32,700	39,700	46,700	53,700	60,700	
02 (a)	5,000	5,000	8,000	5,000	8,000	12,000	12,000	12,000	12,000	12,000	12,000	12,000	115,000
(b)	5,000	10,000	18,000	23,000	31,000	43,000	55,000	67,000	79,000	91,000	103,000	115,000	
03 (a)	-	-	2,000	500	2,000	3,000	3,000	6,000	6,000	6,000	6,000	6,000	40,500
(b)	-	-	2,000	2,500	4,500	7,500	10,500	16,500	22,500	28,500	34,500	40,500	
04 (a)	100	100	100	500	200	200	100	100	100	100	100	100	1,800
(b)	100	200	300	800	1,000	1,200	1,300	1,400	1,500	1,600	1,700	1,800	
05 (a)	25	25	25	25	100	100	100	100	100	100	100	100	900
(b)	25	50	75	100	200	300	400	500	600	700	800	900	
06 (a)	250	250	300	500	1,800	500	500	500	500	500	500	500	6,600
(b)	250	500	800	1,300	3,100	3,600	4,100	4,600	5,100	5,600	6,100	6,600	
07 (a)	-	-	100	100	100	100	100	200	200	200	200	200	1,500
(b)	-	-	100	200	300	400	500	700	900	1,100	1,300	1,500	
08 (a)	500	500	500	500	500	500	500	500	500	500	500	500	6,000
(b)	500	1,000	1,500	2,000	2,500	3,000	3,500	4,000	4,500	5,000	5,500	6,000	
TOTAL (a)	7,375	7,375	12,525	10,325	17,700	22,400	23,300	26,400	26,400	26,400	26,400	26,400	233,000
(b)	7,375	14,750	27,275	37,600	55,300	77,700	101,000	127,400	153,800	180,200	206,600	233,000	

CONSEIL CONSULTATIF DES DISTRICTS BILINGUES

DEPENSES (a) COURANTES ET (b) CUMULATIVES

WILF. FISCHER 1972-73

selon récon-
ciliation av
le ministère
et prévisions

CODE	DATE	1	2	3	4	5	6	7	8	9	10	11	12
1 (a)	1-1-77	1,233	3,700	4,295	5,874	6,111	6,111	6,111	5,409	5,409	5,499	22,301	
(b)	1-1-77	221	8,001	12,296	18,170	24,281	30,392	36,503	42,002	47,501	53,000	24,000	
2 (a)	1-1-77	2,850	4,410	7,910	7,260	5,435	9,110	5,535	9,473	5,828	8,478	20,000	
(b)	1-1-77	17,030	16,340	29,250	35,510	40,945	50,055	55,590	65,063	70,891	79,369	115,000	
3 (a)	-	1,733	226	1,941	1,760	421	2,924	1,164	2,182	2,969	4,582	18,000	
(b)	-	1,733	1,959	3,900	5,660	6,081	11,005	12,169	14,351	17,320	21,900	40,000	
4	-	-	-	1,000	-	-	1,000	-	1,000	-	1,000	1,000	
5	-	-	-	1,002	1,002	1,002	2,002	2,002	3,002	3,002	4,002	1,000	
6	-	-	-	1	25	26	34	26	72	62	73	90	
7	-	-	-	43	28	114	148	174	246	305	481	90	
8 (a)	-	500	-	500	1,000	-	1,000	1,000	-	1,000	2,000	1,000	
(b)	-	2	500	1,000	2,000	2,000	3,000	1,000	4,000	1,000	7,000	1,000	
9	-	-	-	-	-	-	165	80	-	1	1	1,000	
10	-	-	-	-	-	-	35	245	11	-	4,000	1,000	
11	-	-	-	-	-	-	-	-	-	-	-	-	
12 (a)	-	5,532	11,341	2,445	15,060	15,819	11,893	22,344	13,916	18,226	15,441	21,737	
(b)	-	5,532	11,341	2,445	15,060	15,819	11,893	22,344	13,916	18,226	15,441	21,737	

*Adjustements apportés

CONSEIL CONSULTATIF DES DISTRICTS BILINGUES

le 2 octobre 1972

PREVISIONS BUDGETAIRES

ANNEE FISCALE 1973-74

(a) Dépenses mensuelles

(b) dépenses cumulatives

CODE	AVRIL	MAI	JUIN	JUILLET	AOUT	SEPTEMBRE	OCTOBRE	NOVEMBRE	DECEMBRE	TOTAL
01 (a)	7,000	7,000	7,000	7,000	7,000	7,000	7,000	5,000	4,000	
(b)	7,000	14,000	21,000	28,000	35,000	42,000	49,000	54,000	58,000	58,000
02 (a)	12,000	12,000	12,000	12,000	12,000	9,000	9,000	6,000	6,000	
(b)	12,000	24,000	36,000	48,000	60,000	69,000	78,000	84,000	90,000	90,000
03 (a)	6,000	6,000	6,000	6,000	6,000	3,000	3,000	3,000	3,000	
(b)	6,000	12,000	18,000	24,000	30,000	33,000	36,000	39,000	42,000	42,000
04 (a)	100	100	100	100	100	100	100	100	100	
(b)	100	200	300	400	500	600	700	800	900	900
05 (a)	100	100	100	100	100	100	100	100	100	
(b)	100	200	300	400	500	600	700	800	900	900
06 (a)	500	500	500	500	300	300	300	5,000	300	
(b)	500	1,000	1,500	2,000	2,300	2,600	2,900	7,900	8,200	8,200
07 (a)	200	200	200	200	200	100	100	100	100	
(b)	200	400	600	800	1,000	1,100	1,200	1,300	1,400	1,400
08 (a)	500	500	500	500	500	500	500	500	500	
(b)	500	1,000	1,500	2,000	2,500	3,000	3,500	4,000	4,500	4,500
Total (a)	26,400	26,400	26,400	26,400	26,200	20,100	20,100	19,800	14,100	
(b)	26,400	52,800	79,200	105,600	131,800	151,900	172,000	191,800	205,900	205,900

CONSEIL CONSULTATIF DES DISTRICTS BILINGUES

DEPENSES (a) COURANTES ET (b) CUMULATIVES

ANNEE FISCALE 1973-74

CODE		AVRIL	MAI	JUIN	JUIL	AOUT	SEPT	OCT	NOV	DEC	JAN	FEV	MARS	TOTAL
01	(a)	4,722.85	4,117.95	4,552.44	4,763.09	6,001.11	6,955.86	7,111.58	5,867.39	5,543.64	5,117.16	5,561.68		
	(b)	4,722.85	8,839.79	13,392.23	18,155.32	25,346.74	32,302.60	39,414.18	45,281.57	50,825.21	55,942.37	61,504.05		
02	(a)	10,860	12,231	14,406	12,056	8,531.00	11,006.00	7,906.00	9,081.00	1,291.00	8,681.00	6,406.00		
	(b)	10,860	23,091	37,497	49,553	58,084.00	69,090.00	76,996.00	86,077.00	87,368.00	103,049.00	109,445.00		
03	(a)	4,614.61	4,610.81	5,094.25	7,103.87	3,808.37	4,285.82	3,808.59	2,388.21	1,544.15	1,927.15	638.61		
	(b)	4,614.61	9,225.42	14,319.67	21,423.54	25,231.91	29,517.73	33,326.32	35,714.53	37,258.68	39,185.83	40,162.45		
04	(a)	-	-	-	2.90	-	-	-	28.82	3.00	88.57	-		
	(b)	-	-	-	2.90	2.90	2.90	2.90	28.72	36.72	125.29	125.29		
05	(a)	47.00	47.00	47.00	47.00	47.00	37.50	47.00	47.00	47.00	47.00	49.30		
	(b)	47.00	94.00	141.00	188.00	235.00	272.50	319.50	366.50	413.50	460.50	445.90		
06	(a)	114.7	114.7	114.7	114.7	114.7	1,147.37	1,147.37	1,147.37	1,147.37	1,147.37	1,585.98		
	(b)	114.7	229.4	344.1	458.8	573.5	1,720.87	2,868.24	4,015.61	5,163.00	6,310.37	7,896.35		
07	(a)	-	-	-	-	-	-	-	-	-	-	21.00		
	(b)	1,544.15	3,088.30	4,632.45	6,176.60	7,720.75	9,264.90	10,809.05	12,353.20	13,897.35	15,441.50	16,985.65		
08	(a)	30.00	-	-	90.00	130.00	21.60	1,814.80	2,054.48	-	-	-		
	(b)	30.00	30.00	30.00	90.00	130.00	151.60	1,814.80	2,054.48	2,054.48	2,054.48	2,054.48		
TOTAL	(a)	20,560.88	21,220.96	24,552.10	34,520.11	20,107.01	23,477.15	20,669.87	18,092.68	15,866.50	15,929.13	14,262.57		
	(b)	20,560.88	41,781.84	66,333.94	100,854.05	110,977.21	134,386.36	155,052.23	173,144.91	189,011.41	204,940.54	219,203.11		

le 26 septembre 1972

CONSEIL CONSULTATIF DES DISTRICTS BILINGUES

PREVISIONS BUDGETAIRES REVISEES

ANNEE FISCALE 1972-73

Code financier:

- 01 - Salaires fixes (Agent de recherche - ES-2; Agent d'administration - AS-4; ST-7; ST-6; ST-5; CR-5; CR-2; Messenger.)
- 02 - Services professionnels (per diem des commissaires; contrat du secrétaire général; services des commissionnaires, etc)
- 03 - Frais de voyage (commissaires et personnel de soutien)
- 04 - Communications (téléphones; télégrammes)
- 05 - Transport (affranchissement; taxi)
- 06 - Matériel (acquisition, réparations; location de fourniture, approvisionnement, librairie, imprimerie)
- 07 - Hospitalité
- 08 - Divers

MEMORANDUM

NOTE DE SERVICE

SECURITY CLASSIFICATION DE SECURITE

CONFIDENTIAL

OUR FILE N REFERENCE

YOUR FILE V REFERENCE

DATE

January 4, 1974


TO
A Board MembersFROM
D Secretary General.

PROJECT
Title

Request for approval of additional funds to cover extension
of Work Advisory Board.

For your information and at the request of the chairman, I am sending you a copy of my memorandum of December 21, 1973 to Mr. Peter Roberts, Assistant under Secretary of State, requesting approval of additional funds for the next six months and the extension of contracts for staff to enable the Board to complete its work.

On further reflection, and in the light of the rate of progress of the work in recent weeks, I am inclined to say that the estimate of \$65,000 to cover expenditures during the past three months of the current fiscal year may be too high and the estimate of the requirements for the first three months of the 1974-75 fiscal year i.e. April, May and June may be too low by an amount of \$5,000 or more. I have expressed this view to officers of the Department of Secretary of State with whom I have been in touch. The process of rewriting and extending staff contracts is under way and there does not seem to be any question or problem about securing approval for expenditure of additional funds, including continuing employment of staff for the time required.



Neil M. Morrison



Government
of Canada

Gouvernement
du Canada

MEMORANDUM

NOTE DE SERVICE

TO : Mr. Peter Roberts
A : Assistant Under Secretary of State

FROM : Bill Morrison
DE : Secretary General

SUBJECT : Expenditures of Bilingual Districts
OBJET : Advisory Board

SECURITY - CLASSIFICATION DE SÉCURITÉ

CONFIDENTIAL
OUR FILE - N° REFERENCE

360-1
YOUR FILE - N° REFERENCE

DATE

December 21, 1973

I am writing to request the allocation of additional funds to cover the expenditures of the Advisory Board during the next few months in the first half of 1974 until it is able to submit its report and recommendations to the Governor in Council and complete its work.

This will confirm the conversation we had on the telephone about this matter within the past two weeks. Since that time the Board held its fifteenth general meeting here last Sunday and Monday, December 15 and 16, at which final decisions about many of its recommendations were taken. The work of drafting the report is underway and plans for writing, revising, editing, translating and printing were prepared. However there is still a good deal of work to be done and discussion to take place.

The earliest the Board could arrange its next meeting to consider the draft of the report was March 8th and 9th. Although it is always difficult to predict accurately how long the final stages of report writing and publication will take it seems unlikely that the Board's recommendations will be ready for submission to the government much before the middle or the end of May. There will also probably be some work in connection with publicity and press information when the report is tabled and winding up the affairs of the Board after the report is submitted. Thus it seems realistic and sensible to plan for a further period of six months, that is until the end of June, although with good luck and good management it may not actually take that long.

to involve three items:

- (1) Provision of funds to cover expenditures for the final quarter of the fiscal year, i.e. the months of January, February and March, 1974.
- (2) Provision of funds during the first quarter of the fiscal year 1973-74, i.e. for the months of April, May and June, 1974.
- (3) Extension of contracts for employment of members of the staff of the Board until the end of June, 1974.

Funds for the remainder of the fiscal year 1973-74

The original estimate for possible expenditures of the new Board for this fiscal year which I gave to Bruce Keith and Larry Lafleur over two years ago was \$250,000. Subsequently, following appointment of the Board in June 1972 this estimate was revised on a more detailed basis and reduced to \$205,000 for the fiscal year on the assumption that the Board would be able to finish its work before the end of December, 1973. As you know, for various reasons, including delays in receiving the necessary statistical data, additional travelling and meetings, to say nothing of the increased difficulties and complexities of the task, it has taken the Board longer than the members planned or expected to complete the inquiry.

According to Mr. Lafleur's figures the actual cumulative expenditures up until November 30, 1973 had been \$178,000. Expenses for the month of November were \$22,000. If expenses in December are of the same order the cumulative figure to December 31, 1973 would be \$200,000. And as Mr. Lafleur pointed out, if expenditures continue at around the same rate for the next three months the cumulative figure by March 31, 1974 would be \$266,000 leaving a deficit of approximately \$61,000. Expenses may actually prove to be somewhat less than that but to allow for possible unforeseen contingencies I suggest that a further allocation of \$65,000 be approved.

Provision of funds for fiscal year 1974-75

Expenditures should be less in the months of April, May and June if the work proceeds as planned but it will depend to some extent on when invoices for printing etc are received. To allow sufficient to cover possible costs I suggest a rate of \$15,000 for April and \$12,000 for May and \$8,000 for June for a total authorization of \$35,000 for the three months.

Extension of contracts of staff members

These should be extended until June 20, 1974, although it may be possible to release some employees a few weeks earlier. This may be done on a week's notice if necessary. Actually the Board has had quite a small, almost minimal staff. Six contracts expire the end of December and will need to be renewed for another six months. Two contracts, those of our Research Consultant, Dr. D. Cartwright and of myself, run until March 31, 1974 and should be extended for an additional three months until June 30, 1974.

These requests were discussed and approved by the Board at its recent meeting. I am writing with the authorization of the Chairman. I trust these requests concerning funds and staff will meet the approval of yourself and the Under Secretary.

Allow me to express my appreciation for the advice and assistance of Mr. Keith, Mr. Lafleur and yourself.

The Secretary general,

A handwritten signature in dark ink, appearing to read "Neil M. Morrison". The signature is fluid and cursive, with the first name "Neil" and last name "Morrison" clearly distinguishable.

Neil M. Morrison

Bilingual Districts
Advisory Board
Ottawa K1A 0M5



Conseil consultatif
des Districts bilingues
Ottawa K1A 0M5

PERSONNEL AS AT MARCH 1st, 1974

Miss Pauline Leblanc, reclassified from ST-5 to ST-7

Mrs. Andrée Barré, ST-6 as of 18 February 18, 1974

Miss Pierrette Simard, ST-5 as of 4 March, 1974

Mr. Maurice Simoneau, CR-5

Mrs. Gabrielle Mouaga, CR-2, taking maternity leave on 1 April/74

Mr. Claude Lalonde, Confidential Messenger.

Staff - Confidential
Paul Fox, Toronto
For the file

C 1200

Neil Morrison

January 11, 1974

Request for Extension of Loan of Services of Mme Pilon from Information Canada - January 1st, 1974 to June 30th, 1974

In connection with the Board's decision to request renewal of contracts and extension of services of members of the staff for another six month period, before he left Mr. Morency, who had been handling these staff matters in consultation with officials of the Secretary of State Department, tried to reach Mr. René Morissette, Staffing Officer in the Personnel Division of the Administration Branch of Information Canada with whom he had made arrangements last summer (see letter of Aug. 9th from R. Morency to R. Morissette on the file) for the extension of the loan of Mme Pilon's services for an extra six months beyond the initial one year period, until December 31st, 1973. Mr. Morency was unable to reach Mr. Morissette during the last week of December because he was on holiday and left a note for me to call him early in January when he returned.

I talked to Mr. Morissette on the telephone on Thursday afternoon, January 10th, explained the situation to him and asked him if Information Canada would be good enough to agree to extend the loan of Mme Pilon's services for a further period of six months from January 1st, 1974 to June 30th, 1974. Mr. Morissette said he would have to discuss that with the Director of Personnel, Mr. Jerome Cyr. He said it might be necessary to make another request to the Treasury Board in connection with the extra salary payment covering the difference between the salary to which Mme Pilon is entitled in the secretarial category in which she was classified at Information Canada and the administrative category under which she is working for the Advisory Board.

I also talked to Mr. Cyr on the telephone and explained the situation to him and said that the Board would greatly appreciate their cooperation. If it were not for the question of maintaining Mme Pilon's status and seniority as a permanent civil servant, it would be a relatively simple matter to hire her on a contract but in the circumstances it is somewhat more complicated; however, I trust that it will be possible to get it sorted out next week. Since we're already short-staffed, we need her services on the job.

copies to:

André Marion
Contracts & T.B. Submissions
Finance Branch

Neil Morrison



MEMORANDUM

NOTE DE SERVICE

TO
À
Board MembersFROM
DE
Secretary GeneralSUBJECT
OBJET

Other Recommendations - French as the
Principal Language of Work in the Federal
Public Service in Quebec

SECURITY - CLASSIFICATION - DE SÉCURITÉ

OUR FILE - N. RÉFÉRENCE

YOUR FILE - V. RÉFÉRENCE

DATE 7/03/74

One of the proposals which has been advanced and discussed frequently over the past several months, but about which the Board has not yet taken a decision, is that the Board should recommend to the federal government that it establish French as the principal language of work in the Federal Public Service within the Province of Quebec while at the same time maintaining protection for the language rights of the minority, either through the provision of services in English as well as French within bilingual districts or in other centres under Section 9(2) of the Act.

My recollection is that there was a good deal of support and, in some cases, even enthusiasm, for this proposal when it was advanced during interviews or group discussions with representative community leaders or with Members of Parliament, whether in Quebec or in Ottawa. Indeed some English-speaking Western Conservative Members even expressed the views that this would be acceptable. While there may have been some questions or doubts expressed, I do not remember any strong or vocal opposition.

In addition, this idea has been expressed by or received the support of federal authority figures, at least implicitly, in public statements. Certainly, the idea of establishing, or moving progressively towards a general policy of French as the language of work in Quebec seems to have received increasing support. The Commissioner of Official Languages

.... /2

expressed this idea formally in his report and public statements earlier and as recently as March 4th, in La Presse, he was quoted as saying in a speech to La Jeune Chambre de Montréal 'que le Québec doit être aussi "viscéralement français que l'Ontario est viscéralement anglais" et il considère normal que le Québec proclame le français langue de travail." Mr. Pelletier has also made statements "favouring the promotion of an intensely French Quebec." He felt that the success of federal policy on matters of language depends on the quality and vitality of French in Quebec and did not see any contradiction between the Federal Government's official languages policy and his strong wish that Quebec authorities would assert Quebec's French character firmly and forthrightly, while at the same time reaffirming their intention to respect the English-speaking minority as in the past. Le Soleil this week also reported that "le Centre des dirigeants d'entreprises recommande la proclamation du français comme langue officielle et la francisation du monde du travail." Many other similar statements could be cited.

A decision, or declaration of its intention to make French the normal language of work in the Federal Public Service in the Province of Quebec would provide a real impetus and leadership to the movement to establish French as the language of work generally throughout the province. The federal government has a large number of employees in the province, of whom a very high proportion, are certainly already French-speaking. Further many of those whose mother tongue is English or another language who work in the federal service are probably also already bilingual. (Figures could probably be secured from Treasury Board if necessary.)

Making French the language of work in Quebec would be a very significant step toward establishing some kind of equality of status for the two official languages. Given the population ratio of one-quarter to three-quarters French-speaking and English-speaking in the whole country the achievement of an equality of status in real terms will be very difficult. Once you get away

from central Canada or the "bilingual belt" area from Sudbury to Moncton, equality of status in the West or in the Atlantic provinces, other than New Brunswick, becomes practically an impossibility except in very limited terms, largely symbolic, in a few specific areas. Equality of status, by virtue of the realities of the language population distribution, will remain largely a formal and abstract concept.

Declaring French as the language of work for the Federal Public Service in Quebec would have important symbolic and psychological effects as well as practical results. This would tend to put Quebec more on a basis of equality with Ontario where the principal language of work in the government service or elsewhere is and likely will remain English. The great bulk of the Francophone population in Canada is concentrated in Quebec if one considers mother tongue and even more so if one considers the language of use. Practically 88% (87.8) of the French-speaking population in Canada who use French as the language most often spoken at home are located in Quebec. And further, three-quarters of the people of French mother tongue, or of French as the language of use, are French unilingual i.e. speak French only. These 3,670,000 French unilinguals in Quebec represent almost 95% (94.55) of the French unilingual population for the whole country.

One might make a case that, instead of having French language units, the federal government might consider establishing some English language units in Quebec as well as establishing more French language units in the National Capital and in the Northern and Eastern parts of Ontario and the Northern and Eastern parts of New Brunswick. This would put the actual language situation in the country in a more realistic and proper perspective. But at least declaring French to be the language of work in the federal public service in Quebec would be an important and not so difficult measure in protecting French in Quebec and in establishing visibly a greater degree of equality of status for the two official languages in Canada.



N.M. Morrison

LIBRITY CLASSIFICATION DE SECURITE

Board Members

C.C.: D. Cartwright

PARLÉMENT V. BILÉNGUE

OUR FILE V. BILÉNGUE

Secretary General

20 February 1974

Recommendations Concerning Provision of
Federal Services to Official Language
Minority Groups -
Broadcasting - Accelerated Coverage Plan
for Radio & Television

As you know, aside from education which is a provincial responsibility, the most urgently felt need for services and the most frequently expressed to Members of the Board in their visits to minority language communities - particularly those of the French-speaking minorities outside Quebec, was for adequate coverage in radio and particularly television. This subject was often reported on and discussed at Board Meetings, and, while there was no formal resolution so far as I can remember, I think it is fair to say that there was general consensus if not unanimous agreement that this should be one of the observations or recommendations included in the Board's report. It was felt by many if not all members that the provision of good radio and television service in ~~their~~ own language to isolated minority communities would be one of the most important and valuable outcomes of the proclamation of bilingual districts.

In discussing the draft of the report in January, the Chairman asked me if I would prepare some material which might be used as as basis for writing the draft section under other recommendations which could be submitted for consideration of the Board. When Ms Duckworth and Mrs. Carrothers were in Ottawa Mrs. Carrothers and I had a meeting at lunch on January 15th with two officials of the Secretary of State Department concerned with the overall bilingual program. These were Bruce Keith, Director of the Language Administration Branch and J.G. Gagné, Assistant Director of the Social Action Branch. Mrs. Carrothers was anxious to find out from them what programs were already being carried out or planned to assist official language

minority communities across the country. During the course of the luncheon, I raised the question of broadcasting services and Bruce Keith told me that the department was actually in process of working out a policy statement on the question of extended broadcast coverage which he expected would be announced by the Minister shortly. Before writing anything for the report he urged us to find out what was being proposed and take that into consideration because he felt that the new program would effectively solve the problem of inadequate services to isolated or outlying communities.

As you have probably read in the papers, the Secretary of State made an important policy speech about broadcasting and the CBC at the Ryerson Polytechnical Institute in Toronto on Thursday of last week, February 14th. A considerable portion of his speech was devoted to a description about the accelerated coverage plan. I have secured copies of the Communique issued by the department and of the text of the notes for Mr. Faulkner's speech. Enclosed you will find copies of both. I would draw your attention to pages 9 to 14 which outline the coverage plan in some detail. I would also draw to your attention some of the newspaper clippings which we have sent you in the last three or four days containing reports about Mr. Faulkner's speech, reactions to it on the part particularly of French-speaking groups in Ontario and editorial comments.

I have also had conversations on the telephone with two officials at the head office of CBC - Radio Canada here in Ottawa who have been concerned with preliminary work in preparation of the plan and public information concerning it. These were M. Gilbert Teffaine of the Public Relations Department and Mr. Raymond Lewis, Director of the Statistical Department of the CBC. The CBC has a list of the communities and an order of priority in which facilities will be installed over the next 5 years but this has not been and will not be published except in stages. Mr. Teffaine reiterated that every community with a population of over 500 which is not now being served will receive both radio and television service in the language required where it is technically possible to install transmitting facilities. And indeed such transmitters may also very well serve a population outside the particular community named. I asked him what statistics they used to arrive at the population figure and he did not know and suggested that I consult someone else. I called Raymond Lewis, a Statistician that used to work with me in the Research Department of the CBC and he explained that they had used a formula combining mother-tongue figures and those for official languages. When they drew up their plan they did not have available

the statistics for language most often spoken although they have been checking these more recently. They took the basic mother-tongue population figures and added to this half of the people who said that they could speak both official languages. Thus, an hypothetical example he used, if a community had 400 people of French mother-tongue and 200 people who said they could speak both French and English, they took half the 200 figure and added it to the 400 F.M.T. figure to produce a result of 500 French-speaking population. This means in effect that some small communities which have less than 500 people of French mother-tongue - or of English mother-tongue, may well be included in the list of 600 communities simply because some people are counted twice or those of the other mother-tongue who speak the second language are also included.

It appears as if the coverage plan announced by the Government and to be put into effect by the CBC over the next 5 years will effectively solve the problem and meet the need for service in a great majority of minority language communities. Although we have not had time to check in detail it looks as if all or practically all of the areas being proposed by the Board as bilingual districts be included in this plan and probably some others as well. I hope it will be possible for Don Cartwright and myself to have a meeting with Mr. Lewis and Mr. Pierre Desroches, newly appointed Vice-President for Planning for CBC to learn more about the details of the plan prior to the next meeting of the Board.

In light of the action the Government has taken the question arises about what kind of recommendation, if any, the Board now wishes to make on this matter. You will remember that the first Board devoted Section 18 of its report under the heading "General Remarks" to the question of radio and television service. I suppose one might say that the recommendations of the Board in this respect have been accepted and acted upon. It appears as if the CBC with the backing of the CRTC and the Government have taken steps to hasten "the broadcasting of programs in all regions of Canada in both French and English and in particular to provide this essential service the bilingual districts" and "that the financial burden should be accepted in order that radio and television may be presented in the two official languages everywhere in Canada - and especially in bilingual districts." Possibly the Board would wish to offer its congratulations to the Government, the CRTC and the CBC for the constructive measures they are undertaking to resolve this important problem.

John G. Gower



From the Office of the Secretary of State

NOTES FOR AN ADDRESS BY SECRETARY OF STATE

J. HUGH FAULKNER

AT THE

RYERSON POLYTECHNICAL INSTITUTE

TORONTO

9 A.M. THURSDAY, FEBRUARY 14, 1974

It is a pleasure to join you here today to talk to you about the CBC and its role as Canada's national broadcasting service.

I am here to make a case for the Corporation - to defend the principles of public broadcasting in Canada and to defend the CBC's performance in its difficult task of putting life into those principles and living up to them.

As spokesman for the CBC in Parliament, I am delighted to have the opportunity to talk with you who are our future broadcasters about the importance of the CBC, on the eve of the CRTC's hearings on the renewal of the CBC's network license.

Since the CBC is our publicly-funded broadcasting service, I am very pleased that such a large number of groups and individuals have taken the time to articulate their thoughts and feelings about the CBC for presentation at the hearings. Despite the severely critical tone of some of them, their very existence is a measure of the importance Canadians attach to the CBC, an importance that cannot be overestimated.

Valuable and valid as some of this criticism may be, I am not among those who feel that to point out the failures of the CBC is to tell the whole story of the public broadcasting service of this country. Too often, I feel that the critics fall prey to a rather simplistic approach in dealing with the problems of a public broadcasting system. It may well be true to say of the CBC that when it is good, it is very very good and when it is bad, it is horrid. But such analysis does not bring us - or the CBC - very much closer to improvement. On the contrary, I think that we might better look to the impressive range of the CBC's achievements to measure the true potential of our national broadcasting service.

That the CBC has continued to develop with such responsibility and imagination is, in my judgement, one of its most outstanding achievements. In October, 1932, when Parliament accepted the importance of regulating the use of radio in the national interest and created the Canadian Radio Broadcasting Commission which later became the CBC, it could not anticipate the tremendous power the media would come to have in influencing the lives of everyone who had access to radio or television. Beyond an intuitive feeling of the need for "a national broadcasting service", the creators of the CBC had no clear idea of what

goals this new service was to achieve. In effect, the responsibility for defining its mandate has fallen to the CBC itself. They themselves have set the standard from which both their competitors and their critics have drawn their inspiration. I think that Canada is remarkably fortunate that public broadcasting has, over the years, attracted people of such wisdom, responsibility and breadth of vision.

Following the CBC's recommendations, Parliament finally stated the terms of the Corporation's mandate in the Broadcasting Act of 1968. Basically, the Corporation was given responsibility to contribute to the development of national unity and to provide for continuing expression of Canadian identity. In practical terms, this means that the CBC is to provide balanced programming; that it is to provide such programming in English and in French; and that it is to extend its service to all parts of the country.

If we take a look at the CBC's performance to date, in terms of the very wide mandate that it has been given, we find ample reason to be confident of the potential of our national broadcasting service.

What kind of programming does the CBC offer Canadians?

As a national cultural instrument, the CBC has encouraged Canadians to learn about this country in presenting programs which have become the most popular Canadian

history courses ever known. Millions of Canadians have seen the Pearson-Diefenbaker conflicts on The Tenth Decade; the building of a nation from 1887 to 1957 through Laurier, Borden, Meighen, King, Bennett and St. Laurent in The Days Before Yesterday, the personal memoirs of the late Prime Minister Pearson through First Person Singular; and the very foundation of Canada by those who followed Champlain, in the continuing series Images of Canada.

The English network has just completed work on one of the most ambitious television productions to date, the eight-part drama-documentary series The National Dream, based on Pierre Berton's books, The National Dream and The Last Spike. The production of the dramatic story of the epic struggle to open the Canadian West and join Canada by rail from sea to sea is part of the CBC's continuing campaign to bring alive for millions of Canadians the excitement and drama of our history. Television, the most effective means of mass communications ever devised, is being used by the CBC to capture our past for mass audiences.

In addition to such outstanding programs, the CBC has won particular praise for its entertainment productions. Last year, for instance, the CBC production of the Sleeping Beauty broadcast on both its English and French TV networks, won an Emmy Award in the United States. And nowhere else is there a program series to surpass the French network's superb

Les Beaux Dimanches; this year, the highlight of its eighth season was the production of Verdi's opera Macbeth.

Besides its attempt to make the best of the performing arts accessible to millions of Canadians, the CBC offers a roster of programs wide enough to include environment protection; consumer education; children's programming; extensive coverage of sports events and public affairs programs. In addition, special features such as The Sorrow and the Pity from France and The Ascent of Man from the United Kingdom bring to Canadians the best that is offered by foreign broadcasters.

Our hopes for the future of the public broadcasting system in Canada rest on such instances as these, instances which illustrate the creative integrity of our artists presented to the Canadian audience with professionalism of the highest calibre. Through the sense of national purpose which animates the public broadcasting service, we find displayed the full measure of our resources.

What has the CBC done to foster expression of the Canadian identity?

The CBC is the largest single employer of Canadian talent. For some time now, the CBC talent payments have exceeded \$20 million annually and, last year, the figure rose to more than \$25 million.

Since 1968, the CBC has steadily increased both regional programming and regional contributions to the network. CBC operations are, in fact, much more decentralized than those of national broadcasters in most other countries.

The CBC's Canadian content levels have been consistently high, well above the requirements laid down by the CRTC regulations. Five years ago, it was 60%; at present, the proportion of Canadian television programming is 70%.

The CBC provides Canadians with a reflection of themselves at the local, regional and national level; with an outlet for their talents and the expression and exchange of ideas.

In so doing, it fulfills the terms under which it was established by Parliament, that is, "to provide a national broadcasting service . . . predominantly Canadian in content and character". Accordingly, one of the CBC's goals for the 1968-73 period was to increase the quantity of Canadian TV programs.

How does the CBC compare with other national systems?

A brief comparison with other national broadcasting services illustrates very well the kind of service that we Canadians enjoy and points out dramatically the particular difficulties the CBC has had to overcome in order to provide that service.

In the United Kingdom, the BBC has some 22,000 full-time employees. It has approximately the same operating budget as the CBC and, for geographic reasons, only a small portion of those resources are allocated for actual transmission. Left with considerably more money for production, the BBC produces some 10,000 hours of television per year.

The CBC has just over 9,000 full-time employees. With approximately the same funds as the BBC, it produces some 30,000 hours of television per year. (For further comparison, the Japanese produce about 13,000 hours; the Swedes, about 2,000.)

If the Canadian production record is, in itself, most impressive, it becomes little less than astonishing when we remember that an enormous amount of the CBC budget must be spent just to distribute its services to all parts of the country.

So dispersed are the people across the Canadian landscape that to reach them, the CBC has to use 31,000 miles of radio network and nearly 13,000 miles of television network. In addition, the CBC uses channels on Canada's unique domestic communications satellite, ANIK.

That a national broadcasting service should be within the reach of such a widely scattered population in so vast a country is remarkable. In fact, for a country with a population of only some 22,000,000, it is an incredible achievement.

Perhaps the harshest and most frequent criticism of the CBC is that it has been so preoccupied with administrative and organizational objectives that its responsibilities for creative programming have largely been ignored. In my judgement, this criticism is unfair. The fact is that distribution is fundamental to the CBC's role. If

hardware problems have so preoccupied the Corporation until now, it is that the geographic conditions of the country pose enormous technical difficulties.

In all of Canada, there are just over 6 million (6,075,000) TV homes, slightly fewer than the number of TV homes in the city of New York (6,161,999). One basic TV station could provide service for all of New York's TV homes. But the Canadian reality is that the CBC must use hundreds of stations and thousands of miles of network to serve the Canadian public.

With the advent of private stations and networks, broadcasting has become more sophisticated in Canada. The public has sometimes lost sight of the differences between a public and a private system, differences which are basic to an understanding of CBC's priorities.

In some ways, its original mandate has not changed - to provide a balanced service to all Canadians, in both official languages. For a private station or network, this would be an impossible task - it would simply lose too much money.

Here in Toronto, where the channels range from 2 to 79, it is easy to forget that there exist numerous small communities geographically or culturally isolated, for whom the CBC is a life-line. These communities have, through their taxes, supported the development of the multi-channel big-city systems, often, while they themselves still have no service at all. In other communities, where service exists only in one of the official languages, I have spoken with minority groups whose request for broadcasting service in their own language is, in effect, a plea for help in ensuring their cultural survival.

The government first responded to this situation in the Speech from the Throne in 1972, stating its intention to study the means by which the national broadcasting service might be extended to meet these local and regional needs.

Faced with the magnitude and complexity of the task of providing broadcasting service to all Canadians, CBC has designed a plan which, upon completion, will make the national service available to 99% of the people of Canada.

It is with great pleasure, that I announce today that the government has approved the Accelerated Coverage Plan which will remedy the inequity of the situation suffered by some 800,000 to 900,000 Canadians who are inadequately served

by the broadcasting system. It will enable the CBC to extend the national television and radio service to the more than 300 unserved or inadequately served communities across Canada.

This Accelerated Coverage Plan, with its 600 or more engineering projects, will be implemented over a period of five years at a cost of \$50 million. Of the \$50 million capital costs, about half would have been included in the CBC's normal capital requirements for coverage extension during the period of the plan. The additional funds will enable the CBC to double the rate of its extension of TV and radio coverage to unserved areas.

Service will be extended as quickly as possible during the next five years to communities of 500 or more people which can be reached by a transmitter. That service will be provided in English or in French or, in both official languages. While the plan does not call for production facilities for local programming from the new stations, it does include facilities which will make possible additional broadcasting within regions. In so doing, it will fulfill the role of the national broadcasting service in contributing to the flow and exchange of cultural and regional information and entertainment.

In making possible such exchanges, the CBC is ever mindful of its duty to keep open the channels of communication on which our survival as a nation depends. Especially in a country as vast as ours, the nation's sense of identity can only be as strong as the communications that bind us together. It is quite natural that the task of ensuring such communication rests largely on the public broadcasting service.

In practical terms, of course, the question that arises immediately is where and when will the new transmitters be set up. In so large and complex a project, there can be no simple answer. Names of the locations will be made public step by step as applications for licenses are made to the Canadian Radio Television Commission. In selecting areas and determining priorities, the CBC has taken into account the following criteria: the population to be served; capital and operating costs; provincial equalization; and geographic and cultural isolation.

I think that the announcement of the Accelerated Coverage Plan is the culmination of the work that has been done by the CBC in the period from 1968 to 1973. During the last five years,

the CBC has worked hard to design a strong organizational and technical base of operation. While such matters will, of course, require continued attention, I think that, as the implementation of the plan begins, the CBC really enters into a new phase in its development. With its distribution network virtually complete, the Corporation can now turn its attention more fully to creative programming. Improvement of the quality of programs at all levels, national, regional, and local, is the CBC's main immediate objective.

Only a broadcasting network which is publicly owned, independent and specifically committed to the unity of this complex nation can shoulder the enormous responsibility of bringing us to understand one another and drawing us out of our cultural and regional isolation. Only a committed and independent broadcasting service can give the diverse elements of our population the opportunity to hear and be heard.

The CBC is our most important vehicle of communication. Over the years, it has nourished a constant flow of ideas between the country's different regions and its diverse cultural groups and I think it has carried out its mission with distinction.

Only the Canadian Broadcasting Corporation, which operates solely on the basis of the public interest can achieve such goals. Time and again, it has shown that its existence is essential to our nationhood. Canada's need for a vital public broadcasting service, one whose only interest is the national interest, is as strong today as when the CBC was first created.



MEMORANDUM

NOTE DE SERVICE

SECURITY CLASSIFICATION / DE SÉCURITÉ

TO
A

ALL BOARD MEMBERS

OUR FILE / N. REFERENCE

1823-1 1821-8

YOUR FILE / V. REFERENCE

FROM
DE

THE CHAIRMAN

ATT

January 31, 1974

SUBJECT
OBJET

Report of the Board

I have been hard at work preparing the draft of the Report for your consideration. However, I must say it is taking a lot more time than I had thought, partly because we decided it should be a more extensive report than we had thought originally. Nevertheless, I am more convinced than ever that it is worthwhile for every one - for the Board, for the government and for the public - to have a more thorough report.

In reviewing all of the material we have accumulated (our Minutes, our reports, documents, etc.), I am very impressed with the work we have done. I think that we have worked hard, generated a good deal of important material, and spent a lot of time usefully studying problems which are important to Canada.

I think that we should make the results of our work available, or at least known, to the government and to the public. I think we have a certain obligation to provide information and some opinions on the important subject of bilingualism. (From the inquiries we have been receiving lately from MPs, civil servants, and others, it is clear that this Board now is in the unique position of having much more knowledge about bilingualism in Canada than any other government body.)

For these reasons I want to suggest to you now - so that you will have lost of time to think about the point before our next Board meeting - that we should consider including in our Final Report several Appendices which would provide considerable information about our work.

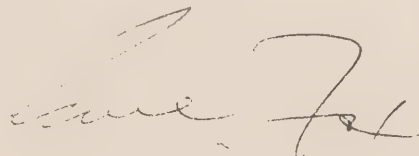
In particular, I want to propose to you that we should include an Appendix which would contain copies of the most relevant papers, documents, and reports prepared for the Board. I have listed these in Appendix 3 of the Appendices attached.

I would like to ask you, if you have the time, to find copies of these items among the accumulated documentation you have received from the Board and, if you are willing, to please review each one so that you can give your opinion at our next meeting as to whether or not it should be included as an item in an Appendix in our final report. (I will have to ask you to find your own copies of these documents in your files. Because there are so many of them, I do not think the office should be expected to prepare again ten copies of each paper for our meeting. In any case, it will speed up our discussion if you have time to review them before the plenary meeting.).

I have included also in the attached list some proposals for additional Appendices, with a few words explaining what I think might be included in each one. Would you please think about the wisdom of these suggestions too so that we can have the benefit of your view at our next meeting?

I am not proposing that we produce a huge report. I think that it can be larger than the first Board's Report but still reasonable in size. However, I am suggesting that a good deal of the information we now have is significant and unique and that it should be made available, or at least drawn to the attention of the government, the public and interested students of the subject. It will not take that much more time or effort to include it in the Final Report in some form or other, particularly if you can review it now and think about it before our next meeting.

Best wishes!

A handwritten signature in dark ink, appearing to be "Gene Fox", written in a cursive style.

APPENDIX 1 - Extracts from the Official Languages Act, 1969

(The Board has already agreed to reprinting this Appendix, which would be similar to the clauses of the Act reprinted in Appendix A of the First Board's Report.).

APPENDIX 2 - Order-in-Council establishing the Second Board

(This Order-in-Council establishes the Board officially and gives the Board some of its powers. It is only two paragraphs in length. There are some errors in it which should be corrected.).

APPENDIX 3 -Selected Papers, Documents, and Reports
Prepared for the Board

(Note to Members: I have listed here all the items that might be reprinted in this Appendix, depending on your opinions. The total number of pages is 112. I have noted separately the items which I think are doubtful. I have not included such items as Reports on Visits by Board members. These might be listed by title only in a separate Appendix, e.g. App. 5, in company with some other documents.).

N. Morrison, Language Questions in the Census of Canada,
6 pp., March 17, 1972

W. Mackey and Y. Raymond, Proposals for the Status of Quebec,
5 pp., Aug. 4, 1972

Y. Raymond, Des Districts Bilingues au Canada, 4 pp. s.d.
août 1972

W. Mackey, The Concept of a Bilingual District and What it
Entails in Practice, 7 pp. Aug. 11, 1972

A. Regimbal, District bilingue, 1 p. s.d., Août 1972

P. Fox, Definition of a Bilingual District, 1 p. s.d. Aug. 1972

- D. Cartwright, French Canadians in British Columbia,
9 pp. s.d. (October 1, 1972)
- D. Cartwright, The Atlantic Provinces, 11 pp. s.d. Oct. 1972
- W. Mackey, Suggestions for Using Language-Related Census
Data, 8 pp. Oct. 27, 1972
- W. Mackey, On the Permanence of Bilingual Districts,
5 pp. January 5, 1973
- W. Mackey, Bilingual Districts Recommended by the First Advisory
Board for consideration after the 1971 census,
3 pp. January 10, 1973
- R. Morency, Interpretation of "Principal Offices in a Federal
Bilingual District" and "Significant Demand"
4 pp. February 5, 1973
- E. Duckworth, "Principal Offices" and "Significant Demand"
2 pp. March 10, 1973
- D. Cartwright, The Problem of Accommodating Bilingual Districts
That Are Very Small", 4 pp. May 23, 1973
- D. Cartwright, Bilingual Districts and Bilingual Communities",
3 pp. Oct. 4, 1973
- J. Carrothers, Possible Attitudes or Assumptions, 33 pp. May 26, 1973
- W. Mackey, The English of Quebec City and Area, 5 pp. June 15, 1973
- W. Mackey, Non-Numerical Language Criteria, 5 pp. June 18, 1973
- W. Mackey, The English Population of the North Shore, 2 pp. July 12, 1973
- W. Mackey, The Gaspesian Anglophones, 3 pp. July 12, 1973
- R. Morency, Principal Offices and Significant Demand, 5 pp. Aug. 30, 1973
- W. Mackey and Y. Raymond, Vers une Politique de Base pour le
Québec, 10 pp. July 3, 1973
- W. Mackey and Y. Raymond, Une formule pour les métropoles,
5 pp. July 3, 1973
- A. Regimbal, Document de travail pour la rencontre-réflexion du Conseil
à Val David, 4 pp. Oct. 1, 1973

L. Lamontagne, Désignation de Districts Bilingues Fédéraux,
3 pp. Décembre 6, 1973

W. Mackey, Métropoles, Villes et Minorités officielles,
4 pp. s.d. (Déc. 1973)

Total Number of pp. 112

I am doubtful about reprinting the following papers because their subject-matter is either sensitive and intimate, or else it is not as relevant as the previous items:

R. Morency, Bilingual District Evaluation Criteria, 3pp. Aug.11, 1972

R. Morency, Survey of Bilingual Services Offered by the Institutions of Parliament and the Government of Canada,
8 pp. Sept. 18, 1972

W. Mackey, La Commission devant l'Opinion publique, 6pp. Sept. 11, 1972

W. Mackey, Le Colloque de l'UNESCO et le travail de la Commission du 25 au 30 sept. 1972, 6pp. Oct. 12, 1972

W. Mackey, Conclusion of our November meeting with Statistics Canada, 2 pp. Dec. 31, 1972

D. Cartwright, Regions to be Considered by the BDAB, 26 pp. Jan.8, 1973

R. Morency, Suggested Plan of Work and Timetable, 6 pp. Jan. 11, 1973

P. Morency, Purpose of Consultations, Hearings, 3 pp. Jan. 9, 1973

P. Fox, Summary of Mr. B. Smith's Remarks about the Nature of Our Recommendations, 2 pp. Sept. 18, 1973

J. Carrothers, Some Points Arising from our Discussions and meeting with B.Smith, 2 pp. Oct. 7, 1973

J. Carrothers, Memo to "Chers Collègues", 3 pp. Nov. 15, 1973

APPENDIX 4 - Selected Bibliography Relevant to the Work of the Board

(I would suggest that in this Appendix we should list by author, title, source, and date most of the items which we have found useful in our work. Since we are not reprinting any of the contents but only giving the bibliographical citations, I do not think that such a list would take more than 2-3pp. Such a list would be very useful to scholars and other persons who wanted to study the problems we have examined.

Please note I am listing below only a few examples. Board members are invited to add to it.)

e.g. Royal Commission on Bilingualism and Biculturalism,
Final Report, Vols. I-V, Ottawa, Queen's
Printer, 1967-1971.

C.-A. Sheppard, The Law of Languages, Studies of the
Royal Commission on Bilingualism and
Biculturalism, No.10, Ottawa, Information
Canada, 1971.

Statutes of New Brunswick, The Official Languages Act
of New Brunswick, 17-18 Eliz.II, c.14, 1969,
Fredericton, 1969.

S. Lieberman, Language and Ethnic Relations in Canada,
New York, Wiley, 1970.

A. Savoie, L'ACELF, Le Québec et les Minorités,
Nov.24, 1972.

C.M. Drury, "Bilingualism in the Public Service of
Canada", A Statement by the President of the
Treasury Board, December, 1972.

Treasury Board, Guidelines.

F. Vallee and A. Dufour, "The Bilingual Belt - A Carrotte for the French?", unpublished paper.

F. Vallee, "The French in Canada - Nation or Ethnic Group?", unpublished paper, Oct. 1973.

W. Mackey, Various relevant books and articles

Relevant papers from UNESCO International Symposium on Linguistic and Cultural Diversity, Sept. 25-30, 1972.

Relevant Papers from International Political Science Association meetings, Montreal, Aug. 1973.

Statistics Canada, Relevant Bulletins (itemized)

Relevant important articles and series of articles appearing recently in Le Devoir, etc.

(Please note again: These are only examples and suggestions. Please add to them.)

APPENDIX 5 - Selected Bibliography of Minutes, Reports, and Documents prepared for the internal use of the Board

(I am somewhat doubtful about including this Appendix. But please think about it. There might be some use in providing such a list. I give only a few examples. Our staff could compile the list from our records.)

e.g. Minutes of the First Plenary Meeting of the Board, June 28-29, 1972, 19pp.

Minutes of the Second Plenary Meeting of the Board, August 14-15, 1972, 19pp.

Minutes of the Third Plenary Meeting of the Board,
September 22-23, 1972, 14pp.

- Annex A - Meeting with National Capital Commission executives, Sept.22, 1972, 6pp.
- Annex B - Meeting with the Corporation of Ottawa, Sept.22, 1972, 4pp.

Minutes of the Fourth Plenary Meeting of the Board,
November 3-4, 1972, 12pp.

- Annex A - Rencontre avec M. D. Coolican, président de la municipalité régionale d'Ottawa-Carleton, Nov. 3, 1972, 4pp.

Minutes of the Fifth Plenary Meeting of the Board,
January 12-13, 1973, 10pp.

- Annex A - Report by Dr. Hickman on the visit to Coquitlam, B.C., 1p.
- Annex B - Rencontre avec M. Spicer, Commissaire aux langues officielles et ses adjoints, Jan.11, 1973, 3pp.

Minutes of the Sixth Plenary Meeting of the Board,
February 16-17, 1973, 16pp.

- Annex A - Reports by Mrs. Carrothers and Mr. Morency on the visit to St.Paul-Bonnyville, Alta., Jan.16-17, 1973, 15pp.

Minutes of the Seventh Plenary Meeting of the Board,
March 23-24, 1973, 17pp.

Minutes of the Eighth Plenary Meeting of the Board,
April 27-28, 1973, 30pp.

Minutes of the Ninth Plenary Meeting of the Board,
May 25-26, 1973, 12pp.

Minutes of the Tenth Plenary Meeting of the Board,
June 22-23, 1973, 23 pp.

Minutes of the Eleventh Plenary Meeting of the Board,
July 20-21, 1973, 17pp.

Minutes of the Twelfth Plenary Meeting of the Board,
September 14-15, 1973, 22pp.

- Annex A - Verbatim Report of the meeting
with Mr. B. Smith of the Department of
Justice, Sept.14, 1973, 54pp.

Minutes of the Thirteenth Plenary Meeting of the Board,
October 12, 13, 14, 1973, Part One, 9pp.
Part Two, 17,pp.

Minutes of the Fourteenth Plenary Meeting of the Board,
November 9-10, 1973, Part One, 10pp,
Part Two, 17pp.

Minutes of the Fifteenth Plenary Meeting of the Board,
December 16-17, 1973 (to be forwarded when
completed)

R. Morency, Visit of Labrador, New Quebec and Newfoundland,
Nov. 13-17, 1972, 8pp.

P. Fox, " 4pp.
A. Savoie, " 8pp.
E. Duckworth, " 9pp.
J. Carrothers, " 2pp.
D. Cartwright, " 9pp.(including a one-page addendum)

R. Morency, Visit of St.Paul and Bonnyville, Alberta,
Jan. 16-17, 1973, 2pp.

J. Carrothers, " 12pp.

R. Morency, Meeting with P.E.I. Government representatives
in Charlottetown and with representatives of
the Evangeline District in Summerside,
Feb. 19-20, 1973, 4pp.

P. Fox, " 3pp.
F. Duckworth, " 2pp.
A. Savoie, " 3pp.

R. Morency, Visite à Fredericton, N.-B., 25-26 février, 1973, 3pp.

P. Fox, " 7pp.

L. Lamontagne, " 1p.

E. Duckworth, " 2pp.

A. Savoie, " 4pp.

R. Morency, Visit to B.C. and meeting with provincial government, March 31 and April 2, 1973, 4pp.

P. Fox, " 4pp.

J. Carrothers, " 8pp.(notes for B.C. and Alta.)

L. Lamontagne, " 4pp.(notes for B.C. and Alta.)

H. Hickman, " 1p.

R. Morency, Notes on meetings held in Edmonton, St-Albert, Morinville and Legal, Alta., April 2-3, 1973, 9pp.

R. Morency, Notes on meetings and consultations held with Francophone groups and provincial governments of Manitoba and Saskatchewan, April 8-12, 1973, 8pp.

P. Fox, " 9pp.

J. Carrothers, " 6pp.

L. Lamontagne, " 3pp.

H. Hickman, " 2pp.

R. Morency, Visit to Windsor and Chatham, Ontario, April 15-16, 1973, 3pp.

P. Fox, " 8pp.

N. Morrison, " 2pp.

P. Fox, Meeting with Francophone groups in Toronto, Ont. April 29, 1973, 4pp.

L. Lamontagne, " 2pp.

- P. Fox, Notes on a discussion in Montreal among Board members, May 6, 1973, 3pp.
- P. Fox, Visit to Montreal, May 7, 1973, 5pp.
- J. Carrothers, Visit to Sherbrooke, July 13-14, 1973, 2pp.
- W. Mackey, Visit to Montreal and Sherbrooke, May, 1973, 3pp.
- P. Fox, Visit to Eastern Townships, Lennoxville, Sherbrooke, May 14-15, 1973, 10pp.
- R. Morency, Notes on meetings held in Antigonish-Inverness-Richmond Counties in Nova Scotia, May 16-18, 1973, 7pp.
- E. Duckworth, " 3pp.
- R. Morency, Visite à Winchester, Marionville, Crysler, Ontario, 7 juin, 1973, 2pp.
- L. Lamontagne, " 1p.
- D. Cartwright, " 4pp. (includes a map)
- R. Morency, Rencontres tenues à Montréal et Québec, 11-14 juin, 1973, 6pp.
- P. Fox, " 25pp.
- L. Lamontagne, " 4pp.
- J. Carrothers, " 7pp.
- W. Mackey, " 3pp.
- W. Mackey, Rencontres dans la ville de Québec, 3pp.
- W. Mackey, "The English of Quebec City and Area", 5pp.
- R. Morency, Notes on meetings held in Westlock and Edmonton, Alta. with representatives of St. Paul and Bonnyville as well as consultations with the provincial government, June 27-29, 1973, 3pp.
- P. Fox, " 10pp.
- L. Lamontagne, " 3pp.
- J. Carrothers, " 5pp.
- Annexe 'D', Etude sur le document préparé par monsieur le juge Dechêne: Considération au sujet des Districts bilingues, 1p.

- R. Morency, Meeting with MPs in Ottawa, June 21, 1973, 1p.
- P. Fox, " 3pp.
- J. Carrothers, " 3pp.
-
- R. Morency, Meeting with Newfoundland Provincial Government in St. John's, July 4, 1973, 1p.
- P. Fox, " 5pp.
- L. Lamontagne, " 1p.
-
- R. Morency, Visite à Chigawake, comté de Bonaventure, Québec, de la région de Gaspé, de Harrington Harbour et de Blanc Sablon sur la Côte Nord du Québec, 9-10 juillet, 1973, 5pp.
- P. Fox, " 9pp.
- L. Lamontagne, " 3pp.
- Y. Raymond, " 1p.
- W. Mackey, "The Gaspesian Anglophones", 3pp.
- W. Mackey, "The English Population of the North Shore", 2pp.
- Annex 'D', Report by the Regional School Board of Gaspesia Dept. of Adult Education, 28pp. (including various reports and letters)
-
- R. Morency, Meeting with MPs in Ottawa, July 19, 1973, 1p.
- P. Fox, " 5pp.
-
- R. Morency, Visit to Northern Ontario and Northern Quebec, 12-15 August, 1973, 6pp.
- P. Fox, " 15pp.
- W. Mackey, " 4pp.
- L. Lamontagne, " 4pp.
-
- R. Morency, Visite à Châteauguay, Ormstown, Huntingdon, Deux-Montagnes, Lachute, Brownsburg, Cowansville, Knowlton, P.Q., 20-22 août, 1973, 6pp.
- P. Fox, " 12pp.
- W. Mackey, " 4pp.

- R. Morency, Rencontre des maires et le préfet du
comté de Pontiac à Campbell's Bay, Qué.
10 sept. 1973, 2pp.
- R. Morency, Visite à Shawville et Fort-Coulonge,
comté de Pontiac, Qué., 13 sept. 1973, 3pp.
- R. Morency, Meeting with Ontario Provincial Government,
Queen's Park, Toronto, 17 Sept., 1973, 2pp.
- P. Fox, " 4pp.
- R. Morency, Visite à Arboretfield et Zenon Park, Sask.
4-6 oct. 1973, 3pp.
- J. Carrothers, " 2pp.
- R. Morency, Meeting with Alberta Provincial Government,
October 9, 1973, 1p.
- J. Carrothers, " 2pp.
- R. Morency, Visit to Digby and Yarmouth, Nova Scotia,
December 10-13, 1972, 13pp.
- P. Fox, " 6pp.
- E. Duckworth, " 7pp.
- J. Carrothers, " 8pp.
- A. Savoie, " 4pp.
- R. Morency, Visit to Peace River, Alberta,
February 5-6, 1973, 6pp.
- J. Carrothers, " 4pp.
- D. Cartwright, " 6pp.
- W. Mackey, Projet d'une rencontre avec le Gouvernement
du Québec, février, 1973, 2pp.
- Y. Raymond/W. Mackey, Rapport de la rencontre avec
l'hon. F. Cloutier à Montréal, 26 février, 1973,
2pp.

R. Morency, Notes sur la rencontre avec M. J. Guay,
député pour St.Boniface, à Ottawa, 6 nov.
1973, 1p.

L. Lamontagne, " 1p.

R. Morency, Meeting with MPs in Ottawa, Nov. 22-23,
1973, 2pp.

P. Fox, " 6pp.

J. Carrothers, Meeting with Hon. C. Drury in Calgary,
December 2, 1973, 2pp.

P. Fox, Meeting with Hon. G. Pelletier and other MPs
in Ottawa, December 12-13, 1973, 9pp.

P. Fox, Meeting with Quebec MPs in Ottawa, December 14,
1973, 4pp.

W. Mackey, " 2pp.

L. Lamontagne, Meeting with the Hon. F. Cloutier in
Montreal, January 21, 1974, 4pp.

(The other reports on this meeting will be
forwarded when completed.)

APPENDIX 6 - List of Visits and Dates of Meetings of Board

(I suggest that this Appendix might include a list of the visits of the Board to local areas with the appropriate dates. This would be similar to Appendix B of the First Board's Report. If we do not include Appendix 5 suggested above, we might add in Appendix 6 a list of the dates of our plenary Board meetings in Ottawa.)

APPENDIX 7 - Graphic Material

(In this Appendix we might reproduce such items as the following graphs prepared by Don Cartwright:

- Semi-logarithmic graphs of population changes in provinces 1951-1971
- Block diagrams of population changes in provinces, 1951-1971
- Population pyramids of composition by mother tongue in Saskatchewan and Labrador
- Others?)

APPENDIX 8 - Additional Maps

(Here I think we might reproduce such items as:

- ecumene maps
- Statistics Canada's computer print-out maps of mother tongue population distribution in Montreal, etc.
- D. Cartwright's maps of trade areas in New Brunswick
- Others?)

APPENDIX 9 - Additional Statistics

(e.g. Statistics Canada has provided some statistics for some areas on Language Most Often Spoken at Home, etc.)

BILINGUAL DISTRICTS ADVISORY BOARD

Possible Introduction to Atlantic Region

December 13, 1973

by PAUL FOX

French settlement on the Atlantic coast preceded settlement by the French in Quebec and by the English in other parts of North America. Early in 1604, four years before Champlain founded Quebec and 16 years before the Mayflower landed at Plymouth Rock, a group of French settlers established themselves on the west coast of the Bay of Fundy. The following spring they sailed across to what is now called the Annapolis Valley in Nova Scotia to found Canada's oldest permanent settlement.

From these origins sprang the colony which the French called Acadia. Although it was much neglected by the French imperial authorities and continually embroiled in wars between France and Britain, the colony grew by the force of its own determination to a population exceeding 10,000 by the middle of the eighteenth century. During the earlier part of the period Acadia was captured four times by the English and returned four times to France after negotiations. However, in 1713, by the Treaty of Utrecht Britain acquired permanent possession of mainland Nova Scotia where the bulk of the Acadian population resided.

The position of the Acadians was precarious. They lived under British rule in a time and region beset by recurring conflicts between Britain and their French ex-compatriots. In 1755, when another full-scale war broke out between Britain and France, the Acadian position became untenable. Alarmed by the possibility of having a French fifth column in their Nova Scotian colony, the British authorities rounded up the Acadian population, forced them on board ships, and set them off to different parts of the British Empire. Most of the Acadians were expelled in this way by 1763. According to the census, in 1767 there were only 921 Acadians left in Nova Scotia and 147 in New Brunswick.

Yet the Acadians had so much resilience and pertinacity that they not only reconstituted their community but they developed it at a remarkable pace. By the end of the eighteenth century small groups were making their way back to the Maritime provinces, by sea or by land, from the places of their exile. Avoiding the areas where they had lived before and where they would be most noticeable to the British authorities whom they naturally feared, they settled in isolated groups along the northern coast of New Brunswick and Cape Breton, adding their numbers to those other Acadians who had escaped the expulsion by hiding in the woods and making their way north to the Gulf of St. Lawrence.

The reconstitution of Acadia was a slow and difficult process. Because they had returned in small separate groups, and because they were not anxious for the authorities to know of their return, the Acadians were, at first, largely unknown to one another. Moreover, during their period of isolation, Scottish and Irish settlers established the Roman Catholic Church as an English-speaking institution in the Maritimes. Thus when the church came to the Acadians, it came in English. By the middle of the nineteenth century there were four Roman Catholic dioceses in the Maritimes, but none had a French bishop. Nova Scotia had no French priest, and the few who served in New Brunswick had been despatched by the bishop of Quebec.

In an age when education was generally still considered a religious responsibility, the lack of French parishes retarded the educational development of the Acadians. Although a few priests did open schools, which eventually were aided by government subsidies after the 1840's in Nova Scotia and the 1850's in New Brunswick, much of the instruction was still provided at the time of Confederation by wandering pedagogues who taught a few lessons in a barn in one village or a few lessons in a house at another. In the 1850's a French sailor who jumped ship off the northern coast of New Brunswick could still find himself so far the best educated man in the village where he landed that he was able to open and run a school successfully. A study of the Acadians in 1859 observed that many had learned to read and write but that their learning went no further than that.

It is not surprising, therefore, that no Acadian newspaper appeared before 1867, or that although one Acadian sat in the New Brunswick legislature after 1846, none represented the Acadians in the Maritime governments of 1864-7 which participated in the conferences at Charlottetown, Quebec, and London that led to Confederation. The only French-speaking Catholics represented in the constitution-making process were those in Quebec. Yet these were scarcely even aware of the existence of the Acadians. As late as the 1880's Quebec newspapers were reporting with great amazement that travellers to the Maritimes had reported the existence of French-speaking communities there. Thus, although the French-Canadian fathers of Confederation were careful to ensure constitutional guarantees for their group in Quebec, they did little that would help the Acadians.

Yet the Acadian people continued to grow very rapidly. In little more than a century, from the first census after the expulsion to the first census after Confederation, their numbers in New Brunswick alone increased from 147 in 1767 to 44,907 in 1871. When Confederation occurred, they amounted to 16 percent of the province's population, but by the beginning of the twentieth century, they had reached 24 percent and by 1961 39 percent. Most of the 215,725 New Brunswickers whose mother tongue was French in 1971 were descendants of those few families who had made their way back from exile with great difficulty two centuries previously. While they amounted to about a third of the total provincial population in 1971, their concentration in northern New Brunswick gave them preponderance in many localities there. The 1971 census shows that a number of communities in northern counties have populations which are from 90 to 100 percent French-speaking by maternal tongue.

The remarkable strength of the French language in New Brunswick was achieved largely without any official support. The British North America Act gave no official status to the French language in the Maritimes as it did in Quebec. Moreover, within four years of Confederation the New Brunswick government had passed an act depriving Roman Catholic schools of their subsidies and insisting on teaching in English only. Although the legislation was not revoked, persistent protests from Roman Catholics did succeed in tempering it. A compromise by the provincial government in 1875 had the effect of allowing the Acadians to keep their own French-speaking schools

which were permitted to hire teachers from Quebec and use their own Roman Catholic, French language texts.

Additional reforms were achieved later. In 1905, for example, both New Brunswick and Nova Scotia introduced the use of completely French, instead of bilingual, textbooks in Acadian schools. In 1963 a French language university was founded at Moncton. In the same decade an Acadian became the premier of New Brunswick and attempts were made by the Maritime governments to provide for the use of French as well as English. In 1968 the government of New Brunswick passed an Official Languages Act which established French and English as the two official languages in the province.

QUEBEC

INTRODUCTION

APERCU HISTORIQUE

W.F. Mackey

(2e version)

On est parfois porté à oublier les origines du problème linguistique du Québec puisqu'il remonte, en dernière analyse, à la découverte même du Canada.

La première colonisation européenne du Québec est d'origine française, et elle date du seizième siècle. Après nombre de tentatives de colonisation, une population francophone permanente s'est établie dans le Québec au dix-septième siècle. Bien que les colons venaient de diverses régions de France - surtout de l'Ile-de-France, Normandie et Bretagne - ils ont fini par former un peuple d'une grande homogénéité linguistique. Ce peuple comptait au milieu du dix-huitième siècle, une population de 65,000 - entièrement francophone, puisqu'il n'y avait pas de population anglophone au Québec à cette époque.

Ce n'est qu'après une longue lutte et la cession du Canada à la Grande Bretagne que le Québec a eu une population anglophone dont l'importance s'est manifestée davantage par l'arrivée des "United Empire Loyalists" durant la guerre de l'Indépendance américaine. C'est à partir de cette époque que la population anglophone qui avait une solidarité culturelle et linguistique avec les Etats-Unis et le Canada anglais, a fini par dominer la vie économique du Québec tout en assimilant de plus en plus la population francophone au fur et à mesure que celle-ci se portait vers l'urbanisation.

Cette urbanisation (qu'avait déclenchée le mouvement d'industrialisation de la province) a favorisé l'intégration de la population francophone dans le monde industriel de l'Amérique du Nord dont la réalité démographique et culturelle ne favorisait guère la survivance du français même dans les milieux à majorité francophone.

Dans le domaine juridique, la présence d'une grande majorité francophone qui, à l'époque de la conquête, possédait une langue et une culture d'un prestige mondial égales à celles des militaires britanniques, créa une situation où la reconnaissance de l'usage de la langue française s'est imposée.

Le bilinguisme officiel au Québec a donc connu une longue tradition qui remonte à l'époque de la conquête. On connaît bien le statut des deux langues sous le régime militaire (1760 à 1763) et la reconnaissance par l'Acte de Québec (1774) de la dualité culturelle. Dès lors, les débats de la législature sont tenus dans les deux langues et l'organisation juridique pose les bases de la procédure bilingue encore en usage au Québec. A la première session suivant la mise en vigueur de l'Acte constitutionnel (1791) on adopte l'usage des deux langues dans les débats et la traduction obligatoire des lois adoptées.

Même après l'Acte de 1840, unissant les deux Canada, on revient en 1849 au bilinguisme officiel. Toutes les lois sont sanctionnées dans les deux langues, de sorte que la version française fasse également foi, et on ordonne la codification dans les deux langues du droit civil du Québec.

Cette évolution du bilinguisme aboutit à l'Acte de l'Amérique du Nord britannique (1867) qui donne un statut spécial au Québec en ce qui concerne la langue. Selon l'article 133:

"Dans les Chambres du Parlement du Canada et de la législature du Québec, chacun pourra, dans les débats faire usage de la langue anglaise ou de la langue française, mais les registres et les procès verbaux des Chambres sus-dites, devront être tenus dans ces deux langues... Les Lois du Parlement du Canada et la législature du Québec devront être imprimées et publiées dans l'une et l'autre de ces langues."

Dans toute cette évolution, il ne faut pas oublier que la lutte pour le bilinguisme québécois a été menée par la population francophone dans le désir de faire reconnaître et de conserver la langue française. C'est que la langue dominante au Québec industriel a toujours été l'anglais; c'était la langue des affaires, la langue de l'industrie et souvent la langue de travail dans la plupart des domaines laïcs. La population anglophone jouissait de ses propres institutions - écoles, églises, hôpitaux, services sociaux, commerces, institutions qui fonctionnaient exclusivement en anglais.

La lutte pour la valorisation du français au Québec et au Canada continue, et c'est dans ce contexte que la Loi des langues officielles a été promulguée par le gouvernement fédéral. C'est donc dans ce même contexte que l'on devrait concevoir l'égalité des deux langues, telles que définies par la Loi.

Pour ces raisons, il serait naturel que la langue de fonctionnement des services fédéraux, au Québec, soit le français, comme l'anglais est langue de fonctionnement dans les services fédéraux en Ontario.

QUEBEC

INTRODUCTION

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Ce n'est seulement qu'après une longue lutte et la cession du Canada à la Grande Bretagne que le Québec a eu une population anglophone dont l'importance s'est beaucoup améliorée par l'arrivée des United Empire Loyalists durant la guerre de l'Indépendance américaine. C'est à partir de cette époque que la population anglophone, ayant une solidarité culturelle et linguistique avec les Etats-Unis et le Canada anglais, a fini par dominer la vie économique du Québec tout en assimilant de plus en plus la population francophone au fur et à mesure que celle-ci se porte vers l'urbanisation.

Cette urbanisation (qu'avait déclenché le mouvement d'industrialisation de la province) a favorisé l'intégration de la population francophone dans le monde industriel de l'Amérique du Nord dont la réalité démographique et culturelle ne favorisa guère la survivance du français - même dans les milieux à majorité francophone.

Dans le domaine juridique la présence d'une grande majorité francophone à l'époque de la conquête pratiquant une langue et une culture d'un prestige mondial égale à celle des militaires britanniques créa une situation où la reconnaissance de l'usage de la langue française s'est imposé.

Le bilinguisme officiel au Québec a donc connu une longue tradition qui remonte à l'époque de la conquête. On connaît bien le statut des deux langues sous le régime militaire (1760-1763) et la reconnaissance par l'Acte de Québec (1774) de la dualité culturelle. Dès lors, les débats de la législature sont tenus dans les deux langues et l'organisation juridique pose les bases de la procédure bilingue encore en usage au Québec. A la première session suivant la mise en vigueur de l'Acte constitutionnel (1791) on adopte l'usage des deux langues dans les débats et la traduction obligatoire des lois adoptées.

Même après l'Acte de 1840, unissant les deux Canada, on revient en 1849 au bilinguisme officiel. Toutes les lois sont sanctionnées dans les deux langues, de sorte que la version française fasse également foi et on ordonne la codification dans les deux langues du droit civil du Québec.

Cette évolution du bilinguisme aboutit à l'Acte de l'Amérique du Nord britannique (1867) qui donne un statut spécial au Québec en ce qui concerne la langue. Selon l'article 133:

"Dans les Chambres du Parlement du Canada et de la législature du Québec, chacun pourra, dans les débats faire usage de la langue anglaise ou de la langue française, mais les registres et les procès verbaux des Chambres sus-dites, devront être tenus dans ces deux langues... Les Lois du Parlement du Canada et la législature du Québec devront être imprimées et publiées dans l'une et l'autre de ces langues."

Dans toute cette évolution, il ne faut pas oublier que la lutte pour le bilinguisme québécois a été menée par la population francophone dans le désir de faire reconnaître et de conserver la langue française. C'est que la langue dominante au Québec industriel a toujours été l'anglais; c'était la langue des affaires, la langue de l'industrie et souvent la langue de travail dans la plupart des domaines laïcs. La population anglophone jouissait de ses propres institutions - écoles, églises, hôpitaux, services sociaux, commerces, institutions qui fonctionnaient exclusivement en anglais.

La lutte pour la valorisation du français au Québec et au Canada continue, et c'est dans ce contexte que la Loi des langues officielles a été promulguée. C'est donc dans ce même contexte que l'on devrait concevoir l'égalité des deux langues, telles que définies par la Loi.

Pour ces raisons, il serait naturel que la langue de fonctionnement des services fédéraux, au Québec, soit le français.

William F. Mackey

PROVINCIAL INTRODUCTION

O N T A R I O

It seems that the Official Languages Act of 1969 did not break any new ground in Ontario where bilingualism has been recognized by legislative documents since the establishment of the province.

The Constitutional Act of 1791 which detached Ontario from Quebec, far from isolating the French element of the new province, reinforced its position. The Government of Upper Canada, assembled in Newark, issued as one of its first decrees, a measure aimed at the protection of the French-speaking citizens: "Such Acts as have already passed or may hereafter pass the Legislature of this Province shall be translated into the French language for the benefit of the inhabitants of the Western district of the province and other French settlers who may come to reside within the province".¹

In 1841, the Union Government at its first session in Kingston went even further and declared both French and English official languages.

In the schools, the teaching of the French language has always been officially accepted since the province came into existence. One of the clearest evidence in this respect is a letter addressed by the Ontario Minister of Education to the school trustees of Charlottenburg in Glengarry County: "I have the honour to state...that as the French is the recognized language of the country as well as the English, it is quite proper and lawful for the trustees to allow both languages to be taught in their schools to children whose parents may desire them to learn both..."²

Parents who could afford it even sent their children to schools in Lower Canada "where they acquired the French language and manners".³ Students exchanges between Ontario and Quebec are still quite popular, in particular for summer courses.

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1. Journals of the Legislative Assembly of Upper Canada, 1772-1804 (Toronto 1911) p. 23.
 2. Egerton Ryerson, April 24, 1857, cited by C.B. Sissons, Bilingual Schools in Canada (Toronto 1917) p. 27.
 3. "Col John Clark Memoirs" in Ontario Historical Society, Papers and Records, vol. VII (Toronto 1906) p. 185.

The report of the Merchant-Scott-Côté Commission in 1927 recognized the rights of the first settlers and missionaries, and recommended the acceptance of certain linguistic and cultural differences.

Even the Catholic Church at the time of Regulation XVII encouraged all the ecclesiastics to be bilingual: "We urge all priests engaged in the sacred ministry to become more thoroughly conversant in the knowledge and use of the two languages and, discarding all motives of rivalry, to adopt one or the other according to the requirements of the faithful...."⁴

French-speaking religious orders, such as the Oblates and the Jesuits, Sisters and Brothers all made a major contribution to the moral and physical well-being of the population, particularly in educational matters at all levels.

The French minority in most areas is now better organized than ever with its social clubs, its provincial teachers, women's and men's and other associations. There is now a long tradition of recognition of the two official languages in Ontario by the provincial and some municipal governments, which has even been emphasized and more readily implemented by the last three Premiers of the province, the Honourables Frost, Robarts and Davis. In a statement made to the Legislature in May 1971, the Hon. William Davis declared that his Government was "to continue the general philosophy and program which was set in motion by (his) predecessor", that his Government has "agreed to provide wherever feasible public services in French as well as English...." He proposed at the 2nd Constitutional Conference in 1969 that "all Canadian parents should, as a matter of equity, (and in the whole of Confederation) be able to have their children educated in either or both of the official languages".

In the agreement signed in 1969 by Ontario and Quebec it was stated that:

"(1) We will provide, within the areas under our jurisdiction and whenever feasible, public services in the English and French languages;

(2) We will provide education, wherever feasible, to students of the French-speaking and English-speaking minority in the language of that minority...

4. Benedict XI to the bishops of Canada, Sept. 8, 1916.

Some concentrations of French-speaking people have already been identified: "the counties and districts of Stormont, Glengarry, Prescott, Russell, Carleton, Nipissing, Temiscaming, Welland and parts of the counties of Essex and Renfrew". Bilingual staff will be provided; translation services are already at work; municipalities will be helped to improve their facilities; the Department of Justice is trying to expand the provision of bilingual services, both verbal and written; language training facilities are being provided and in the Legislature "every member...may as a matter of right...address the House in either of the two official languages of Canada".

In the education area, at the secondary level, 38 bilingual schools have been developed of which 23 offer the entire school program in the French language.

In his conclusion, Premier Davis stated that "Ontario has made a solid commitment to the principle of bilingualism as a matter of equity for our own residents and as a large contribution to the continued and future strength of Canada".⁵

Although the present government is not ready to create bilingual districts which would correspond to geographically defined areas, the Board feels confident that bilingual services will be implemented by the province where it is feasible and profitable.

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5. Statement by the Honourable William Davis, Prime Minister of Ontario on the Bilingualism Program of the Government of Ontario in the Legislature, Monday, May 3rd, 1971.

Revised
Ottawa
November 30, 1973

L. Lamontagne

BILINGUAL DISTRICTS ADVISORY BOARD

Introduction to Alberta and Saskatchewan

by

Jane Carrothers

This is the draft introduction for the Report on Alberta and Saskatchewan.

Equal status for French and English was extended to the legislature and courts of the Northwest Territories, later to become Alberta and Saskatchewan, through section 133 of the British North America Act in 1877. Provision for separate schools was made by the Northwest Territories Act in 1875. When the French-speaking population became outnumbered by Anglophones from Ontario and the United Kingdom and by other settlers from many parts of Europe, the Federal legislation on language and education became a matter for dispute in the Territories as it was in Manitoba. French-speaking reinforcements came in very small numbers to the Prairies, despite strenuous efforts to recruit them from French Catholic clergy in the West. During the years following the formation of two separate provinces in 1905, political attitudes swung away from the concept of equality for the two languages. The right to use French in the provincial legislatures was lost by 1891. In Alberta, the school system was more liberal towards the teaching of French, and in French, than was the case in either Saskatchewan or Manitoba, where for many years French was not a recognized language of instruction. In spite of almost complete negation of the original basis for political institutions in the Territories, the French fact was maintained in Alberta and Saskatchewan through the efforts of the French Catholic clergy and provincial Francophone associations both cultural and educational. With the advent of television and the withdrawal of the French Catholic clergy from many French language educational institutions across the Prairies, the rate of assimilation of the Francophones has increased. To combat this trend there is a new teacher training facility in Manitoba and an upgrading in the French teacher training programme at Collège St. Jean in Edmonton. Many of the original communities are still viable and wish to preserve their language and culture, although not all to the same degree. The emphasis on multiculturalism found on the Prairies at this time places the Francophone minority in the same position as minorities of other ethnic groups resident in these provinces. The concept of two founding peoples in Canada is not readily accepted in Alberta and Saskatchewan. It is necessary to recognize a third Canadian reality for the West, that of multiculturalism, and to find a means for this reality to coexist with the national concept of Canada as a bilingual state.

INTRODUCTION TO BRITISH COLUMBIA

by Dr. Harry Hickman

It seems ironical that British Columbia, the only Canadian province showing an increase (albeit only 1%) in the French mother tongue population, is the only Province in which the Board is unable to recommend a bilingual district. In 1971, the first Board identified the Municipality of Coquitlam, which encompasses Maillardville, as having a French-speaking population of 3,229 which was 11.1% of the total. The recent census indicates an increase (i.e. 3,335 Francophones) but, because of the rapid growth of population in this area, such is now but 6.3% of the total.

Likewise, consideration of the growing centres of Dawson Creek, Port Alberni, Prince George and Terrace showed that no area approached the required 10%.

As emphasized elsewhere in this Report, there are large numbers of Francophones "drowned" in the country's capital cities and other large urban centres. Vancouver illustrates this problem. In greater Vancouver there are 17,360 Francophones, -- almost one half of the total number in British Columbia (38,035).

The Board recommends that the Federal Government guarantee bilingual services in its principal offices in Vancouver, not only because of the 17,360 French-Canadians

who speak French there but also to assure a feeling of Canadian unity and fairness. It would be unfortunate if B.C. were different ! Citizens should feel at home in any of the ten provinces.

FINAL REPORT - PAUL FOX

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BILINGUAL DISTRICTS ADVISORY BOARD

FOREWORD

Introduction

1. The Official Languages Act was passed by¹ Parliament and assented to in July 1969. It came into force in September of the same year. The passage of the Act marked the culmination of an intensive discussion and examination of the benefit of giving statutory recognition to the existence in Canada of two official languages, English and French.

In any country in which more than one language is commonly spoken, it is necessary to determine the official status of the languages used. While

¹

The formal designation of the Statute is 17-18 Eliz. II, Chap. 54. An Act respecting the status of the Official Languages of Canada.

many languages are spoken in Canada, the languages used by the two largest groups of citizens and founding peoples are English and French. In 1967 after an extended and thorough investigation of the subject, the Royal Commission on Bilingualism and Biculturalism recommended in its final report that the federal government should declare two languages official in Canada, English and French.² Parliament accepted this advice and implemented it two years later by passing the Official Languages Act.

2. Section 2 of the Act declares that "The English and French languages are the official languages of Canada for all purposes of the Parliament and Government of Canada, and possess and enjoy equality of status and equal rights and privileges as to their use in all the institutions of the Parliament and Government of Canada."

The statute contains a number of provisions to assist in the implementation of the intent of this declaration. Some clauses in the Act require

2

See Report of the Royal Commission on Bilingualism and Biculturalism, Book I, The Official Languages, Ottawa, Queen's Printer, 1967, p. 147.

the publication in both languages of statutory and other instruments, others place certain obligations upon federal departments and agencies to provide their services in both languages, others create the position of Commissioner of Official Languages to oversee the enforcement of the Act, and still others provide for the creation of bilingual districts. The latter clauses are most pertinent to this report.

There are seven sections in the Act devoted to the establishment and functioning of bilingual districts and the role to be played in their creation by a Bilingual Districts Advisory Board. To facilitate understanding, we have reproduced the relevant sections in Appendix 1 of this report.

The purpose of bilingual districts

3. According to the Act, a bilingual district is to be a region in which both of the official languages are spoken as a mother tongue by persons residing in the area and in which the number of persons belonging to the official linguistic minority amounts to at least ten percent of the total population of the region. When a bilingual district is proclaimed, the

federal government is required to provide its services in both official languages at each of its principal offices in every department and agency and judicial, quasi-judicial or administrative body or Crown corporation in that bilingual district.

Although the purpose of bilingual districts thus appears to be simple and clear, we have encountered so much confusion in the public's mind on this point that we would like to repeat and underline the basic intention. The objective of creating a bilingual district is to ensure that Canadians will be served better because the federal government will be required to provide its facilities in both languages. However, the existence of a bilingual district will not oblige individual citizens to become bilingual. Far from it. In fact, just the opposite is true. A bilingual district can protect unilingualism by ensuring that an individual who speaks only English or French can deal with the federal government in his or her own language. The bilingual requirement that arises in such districts does not fall upon citizens but upon the government.

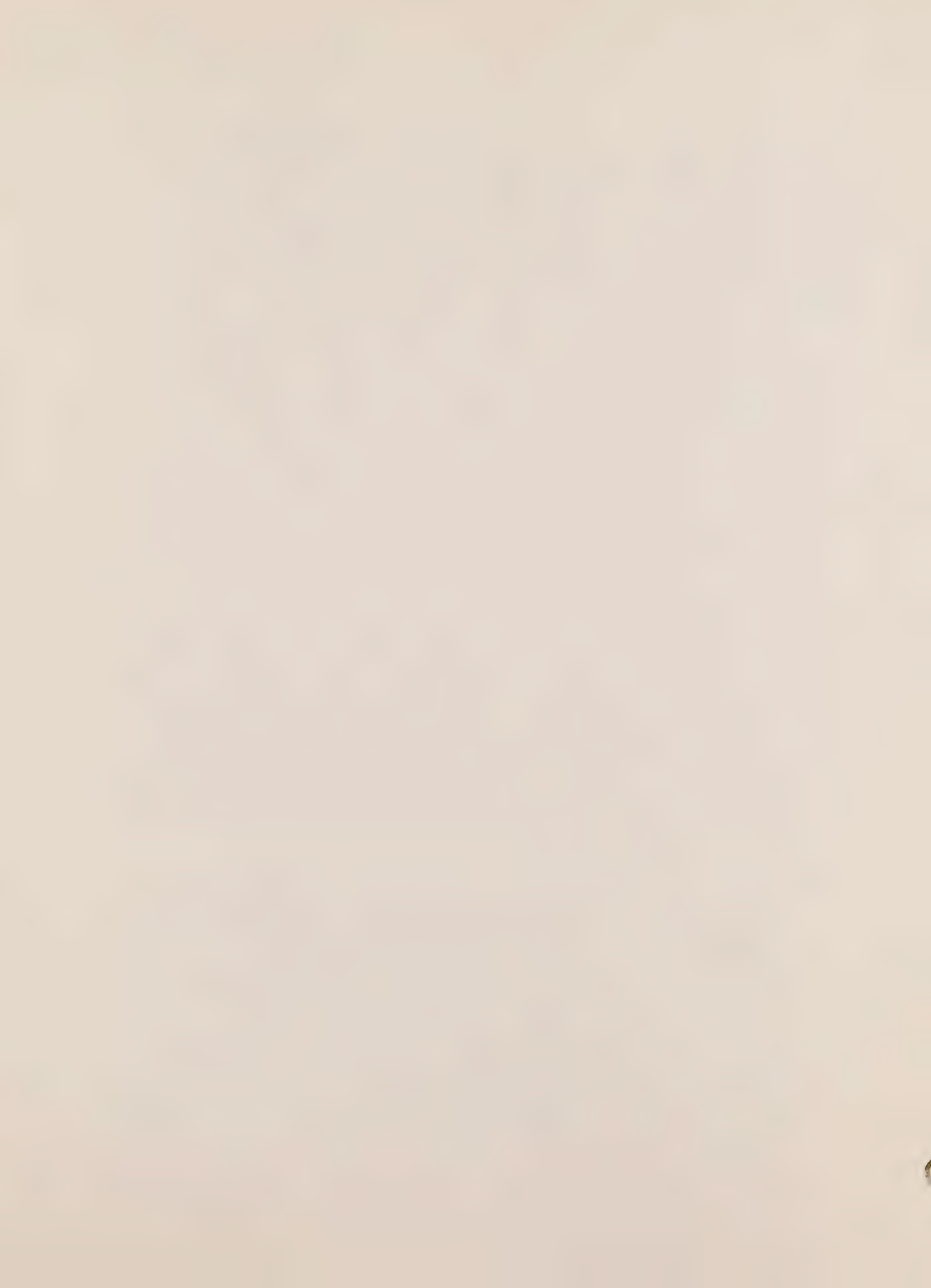
The objective of bilingual districts was summarized cogently by the then Secretary of State, the Honourable Gérard Pelletier, when he remarked during a discussion of the Official Languages Bill in the House of Commons



on May 16, 1969, "The purpose of the present bill is not to regulate the language which citizens must speak, but to ensure that they may address the federal government agencies in the official language of their choice."

Two other points are worth reiterating also. First, in creating bilingual districts there was no intention to establish a separate or additional administrative structure. On the contrary, bilingual districts are to be simply designated areas within which existing federal institutions are to offer their facilities to the public in both official languages. Second, the obligation to provide such linguistic facilities applies only to federal services and not to those offered by provincial or municipal governments. Obviously, the federal government has jurisdiction only in its own domain, although it is true that the Act envisages the possibility of other authorities cooperating by providing such services in their jurisdictions.

To assist the federal government in determining appropriate areas which might become bilingual districts, the Official Languages Act empowers the Governor in Council to appoint after each decennial census a Bilingual Districts Advisory Board which is charged with the duty of recommending in particular the establishment of potential bilingual districts, the delineation of their boundaries, and possible revisions of the latter if districts have been created previously.



The First Bilingual Districts Advisory Board

4. On February 12th, 1970, the Governor in Council appointed the First Bilingual Districts Advisory Board. This Board studied the relevant problems and submitted its report, which was tabled in the House of Commons in May, 1971.³ The government decided not to proceed with the recommendations contained in this report because the work of the First Board had been based, of necessity, on the statistics available from the census of 1961. It was felt that these out-dated statistics would soon be replaced by data acquired from the 1971 census.

The Second Bilingual Districts Advisory Board

5. Following the completion of the returns from the most recent decennial census His Excellency the Governor General in Council, on the recommendation of the Secretary of State and in conformity with paragraph 1 of Section 14 of the Official Languages Act, appointed a second Bilingual Districts Advisory Board on May 25, 1972.⁴ The names and places of residence of the ten commissioners were as follows:

³. See Recommendations of the Bilingual Districts Advisory Board, March, 1971, Ottawa, Information Canada, 1971.

⁴. See P.C. 1972-1125, reprinted infra, Appendix 2

Mrs. A.W.R. Carrothers	- Calgary, Alta.
Ms. Eleanor Duckworth	- Halifax, N.S.
Mr. Paul Fox	- Toronto, Ont.
Mr. W. Harry Hickman	- Victoria, B.C.
Mr. Léopold Lamontagne	- Ottawa, Ont.
Mr. William F. Mackey	- Ste-Foy, Que.
Mr. Alfred Monnin	- St.Boniface, Man.
Mrs. Yvonne R. Raymond	- Montreal, Que.
Mr. Albert A. Regimbal	- Sudbury, Ont.
Mr. Adélarde Savoie	- Moncton, N.B.

At the same time Mr. Fox was designated Chairman. The Board held its first meeting on June 28th and 29th 1972 at its office, 110 Argyle Street, Ottawa, and continued to meet there subsequently about once a month until its work was completed. In addition, members of the Board travelled to many places in Canada where there was a concentration of at least ten percent of one of the official language minorities.

To assist its work, the Board appointed a small staff whose complement was usually less than ten employees. The senior members of the staff were:

Mr. Neil Morrison	Secretary-General
Mr. Roland Morency,	Associate Secretary-General
Mr. Donald Cartwright	Research Director
Mrs. Clairette Pilon	Administrative Officer,

Conduct of the Inquiry

6. Sections 14 and 15 of the Official Languages Act confer on a Bilingual Districts Advisory Board the duties and powers to conduct an inquiry pursuant to the terms of the Inquiries Act. In conducting its inquiry, the Board made use of two methods of investigation. The first was to study pertinent published and unpublished material, in particular the Official Languages Act itself and linguistic statistical data derived from the most recent census returns, relevant⁵ general literature such as monographs and articles, and reports and position papers written by members⁶ of the Board or its staff. The second method of investigation was to consult many interested individuals and groups. These consultations, which were held in various places in Canada as well as in Ottawa, yielded much information that will be discussed subsequently in this report.

7. In regard to the data the Board profited greatly from the excellent services provided by Statistics Canada, for whose generous cooperation the Board would like to express its thanks and appreciation. We found

5. Some of this literature is listed in the bibliography, infra, Appendix 4.

6. Selected position papers prepared by Board members and staff are reprinted infra, Appendix 3. Additional papers and reports are noted infra, Appendix 6.

that Statistics Canada not only provided us with the basic demographic data necessary for our work but was prepared to utilize for our purposes some of the very sophisticated techniques which it has been developing recently, such as geocoding, computer print-out maps, and ecumene maps showing densities of majority and minority populations.

Working in conjunction with Statistics Canada and utilizing the data which emerged, our Research Director was able to bring his able and creative talents as an economic geographer to bear on our problems and to furnish the Board with all the statistical and geographical information relevant to our task. The staff's efforts went beyond the routine collection and interpretation of basic data. In response to suggestions from some Board members, the staff extended the scope of its investigations and raised new perspectives for us to consider. The Board is convinced that, whatever the merits of its conclusions, the research on which they are based was meticulous and skilful.

8. In addition to studying the pertinent statistical and cartographic data, the Board read, digested and discussed at length a good deal of information arising

from literature pertaining to bilingualism and from a number of position papers prepared by individual members of the Board and its staff. We were fortunate to have among our commissioners and staff a number of persons who had particular professional talents, training, or experience in fields which were relevant to our work, such as law, linguistics, demography, education, community service, and public administration, as well as geography. Thus the papers and reports presented by Board members were informed and thoughtful and the ideas and proposals contained in them and in other sources were subjected to critical and vigorous debate. A considerable amount of time was spent productively at many of our plenary monthly meetings in examining some of the fundamental questions that lay at the root of our work and in testing various hypotheses.

In analyzing these problems, the Board benefited also from the fact that its membership reflected a number of prominent aspects of Canadian society. In many respects the Board was a microcosm of Canada. The characteristics of its ten members enabled the Board to include residents from each of the five major regions in the country, three women and seven men, and although they were all bilingual,

an equal number of individuals of English and French maternal tongue. When speaking or writing, a member used whichever of the two languages he or she chose. It may be worth noting in passing that the employment of two languages presented little or no difficulty. Other distinctions were more apparent and time-consuming. As one would expect, it took time for a group of individuals coming from different parts of the country and reflecting diverse backgrounds, interests, and professional skills to grasp one another's perceptions and points of view. Nevertheless, the effort expended in achieving mutual understanding was rewarding because new conceptions and appreciations emerged from the exchanges of views. This experience confirmed the opinion that although it is often assumed to be a detriment, the heterogeneity of Canadian society can be a valuable asset.

On several occasions we were aided in our deliberations by the advice of appropriate authorities, such as law officers of the Crown and other public servants, whom we invited to appear before the Board. While civil service etiquette decrees that they shall remain nameless, we would like to thank those individuals for their contributions to our knowledge.

9. The Board also received from individual Canadians and groups of citizens a substantial amount of correspondence as well as some petitions and memoranda.

Some of these communications came from members of the linguistic minority who were anxious to draw our attention to their problems while a few came in the form of letters inquiring about the work of the Board. Each communication was reported to a plenary meeting of the Board which then had an opportunity to discuss the points raised. We would like to express our thanks to all these correspondents.

10. The Board thus acquired a very large body of research material and other documentation that exceeded fifteen volumes of a running record. We regret that it cannot be reproduced in its entirety in this report because of lack of space. However, we have published some of the most pertinent material generated by the Board. These items will be found in Appendices 3,7, and 8 attached to this report. Much of the additional information that has not been published has been listed in Appendices 4,5,6 and 9. Finally, we would like to note for the benefit of those who are interested that all of the research data, as well as all of the documents, correspondence, files, and records of the Board have been deposited in the Public Archives of Canada.

11. We have found already that our staff's accumulation of knowledge and experience in language matters has been of use to the public because of its value and apparently because it is unique. During the period the Board has been in existence, the office has received a rather substantial number of requests from various government bodies and private organizations which were seeking information and advice to assist them in solving problems and conducting research in the field of language policy. The staff spent considerable time in consultations with such officials. ^{While} /the Board was pleased that its staff could render this assistance, it was surprised to realize that there seems to be no other body which possesses this kind of information about the language needs of the Canadian population. As requests kept increasing during the Board's lifetime, we came to the conclusion that there is a definite need for a resource to continue to provide such information and advice after the Board has been dissolved. For this reason we have made an appropriate recommendation at the conclusion of our report.

Review of the Act

12. It seemed wise to the Board to commence its work by reviewing the Official Languages Act in detail, in particular those sections of it that pertained to our mandate. We noted that while the intent of the Act and the meaning of most of its sections are very clear, some subsections are rather difficult to interpret.

However, one point that is very explicit is the declaration that English and French are the official languages of Canada in regard to all the functions of the Parliament and government of Canada and that the two languages are to have equal status, rights, and privileges in federal institutions.

This statement of principle is given substance in a number of clauses in the Act. Some of them require equal treatment for French and English in federal publications such as public notices, rules, orders, regulations, by-laws, proclamations, decisions, and judgments. Other sections oblige the federal government to provide its services in both languages in the National Capital Region, in its principal offices in bilingual districts, and elsewhere under certain conditions. Still other

sections are designed to ensure bilingual services for the travelling public and to lay down certain requirements for the use of the two languages in courts and judicial proceedings. Finally, the Act provides for the establishment of bilingual districts and for the appointment of a Commissioner of Official Languages to enforce the Act. These clauses confirm that the fundamental intention of the Act is to give English and French equal status. This fact stands out so obviously that we concluded that if the Board was to fulfil its mandate under the Act, we should follow the same principle and take as our prime criterion, when recommending bilingual districts, the need to provide equality in the availability of federal services for both French-speaking and English-speaking Canadians.

13. We noted that Section 9 (1) of the Act had already accomplished part of this task since the clause establishes the National Capital Region as a bilingual district. According to this section of the Act, every department and agency of the government of Canada and every judicial, quasi-judicial or administrative body or crown corporation is obliged to provide its services in both English

and French within the National Capital Region, or at its head or central office in Canada if it is located outside the Capital Region, and at each of its principal offices in a federal bilingual district.

The meaning of the phrase "principal offices" was not immediately apparent to us. It is one of the terms in the Act which we have found difficult to interpret. We spent a good deal of time in attempting to arrive at a satisfactory definition and we returned to a consideration of it on a number of occasions.

14. We also encountered difficulty in interpreting some words in the next clause in the Act. Section 9 (2) states that every department and agency of the government of Canada and every judicial, quasi-judicial or administrative body or crown corporation has an additional duty to that imposed upon it by Section 9 (1). Each of these bodies must provide, to the extent that it is feasible for it to do so, bilingual services to the public located outside of the National Capital Region and bilingual districts when there is a significant demand from citizens for such facilities.

Again; we were not clear as to the precise meaning of the words "feasible" and "significant demand". The section indicated that the federal government was obliged to provide bilingual services in places other than the National Capital Region and bilingual districts under certain circumstances but these circumstances obviously required definition. We returned to this task later in our considerations.

15. Sections 12 to 18 of the Act deal specifically with the creation of bilingual districts and the powers of the Board. We noted with deference that the Board's function is purely advisory. The Board is charged with the duty of recommending possible bilingual districts and their boundaries, but the Governor in Council has the power to accept or reject any or all of the Board's recommendations. The boundaries which the Board may propose are to be delineated in reference to the boundaries of census divisions, or any part of them, local government or school districts, or federal or provincial electoral districts or regions.

16. An area which is eligible to be recommended by the Board as a bilingual district is one in which both of the official languages are spoken as

a mother tongue by persons residing in that area and in which the number of persons who belong to the minority mother-tongue group amounts to at least ten percent of the total population of the region.

Section 36 (2) of the Act defines "mother tongue" as the language first learned in childhood by a person and still understood by that individual, as ascertained by the immediately previous decennial census.

There is also a provision that a bilingual district may be established where the minority is less than ten percent if the services of departments and agencies of the federal government were customarily made available to residents of that area in both official languages before the Act came into force. After considerable discussion by the Board, most of its members came to the conclusion that if bilingual services had been provided already in an area, it was unlikely that the services would be discontinued and that therefore it would not be necessary to recommend a bilingual district in such a location.

17. The Board also noted that Section 13 (2) does not require the Board to recommend the establishment of a bilingual district in every locality in which the population speaks both languages and there is an official language minority of at least ten percent.

Since the operative word in the clause is "may" rather than "must", the Board has a facultative power to recommend specific areas as districts. We recognized, moreover, that Section 13 (4) indicates that when once a bilingual district is proclaimed, its boundaries can be altered in future but that the district can never be abolished. Bearing in mind its discretionary powers to recommend districts and the permanence of districts when once created, the Board decided that it would be wise to proceed cautiously in recommending the establishment of bilingual districts.

18. Finally, Section 15 (3) of the Act states that a Bilingual Districts Advisory Board shall have regard to the convenience of the public in a proposed bilingual district in regard to all of the federal, provincial, municipal and educational services which may be provided therein and that it may recommend to the Governor in Council any administrative changes in federal services that it deems necessary to adapt the area for the greater convenience of the public. This invitation to the Board to make recommendations upon related administrative procedures has led the Board to make proposals which are presented at a later point in our report.

Review of Statistical Data

19. Having clarified its mandate as best it could, the Board turned to examining the relevant statistics for the mother-tongue populations in those areas in Canada in which the minority group amounted to at least ten percent of the population. Statistics Canada published a bulletin for the particular use of the Board in this respect. Entitled "Population, Specified Mother Tongues for Census Divisions and Subdivisions", Catalogue No. 92-7 73 (SP-3), December 1972, (Footnote - See Appendix 4 for this and other items), this bulletin contains a brief summary of the returns from the 1961 and 1971 census giving the numerical and percentage distributions of the population by English, French, and other mother tongues for Canada and the provinces. It also lists by province the numerical and percentage distribution of the population by mother tongue for census divisions and subdivisions and federal electoral districts in Canada. This bulletin was the basic text to which the Board continually referred in its work. Using this bulletin and the additional mother tongue data that

has been published since 1941, we were able to assess the changes in the English, French and "other" populations in various census divisions and in many census subdivisions.

On occasion we needed data for smaller areas than census divisions and subdivisions. Statistics Canada obliged by providing data for census tracts and enumeration areas. The latter are the smallest units for which Statistics Canada makes information available. We also had the advantage of obtaining somewhat later in our work three additional publications in the volume series from Statistics Canada. The first of these was entitled "Population, Official Languages and Language Most Often Spoken at Home", Catalogue 92-726, Volume 1 - Part 3, (Bulletin 1.3-5), August 1973; the second was "Population, Ethnic Groups", Catalogue 92-723, Volume 1 - Part 3, (Bulletin 1.3-2), October, 1973; and the third was "Population, Language by Age Groups", Catalogue 92-733 Volume 1 - Part 4, (Bulletin 1.4-5), January, 1974. Various tabulations were completed to determine the significant relationship among this language-related data.

Statistics Canada also furnished the Board with ecumene maps, and computer maps showing the distribution of permanent settlement and of the official linguistic populations in certain areas in Canada. All of this supplementary information was very useful to the Board in its investigations, but the first bulletin mentioned which described the populations in Canada by maternal tongue was the fundamental authority for our work.

20. In utilizing this material the Board tried to pursue the path of common sense. We considered each census division and subdivision in Canada which had an official language minority by mother tongue of at least ten percent but we did not recommend each of such areas as a bilingual district. To have done so would have been to create a profusion of small bilingual districts across the country in which some of the minority would have numbered only a handful and as little as Statistics Canada's minimum rounded figure of five persons. In order to get a more precise picture we asked our research director to transfer the data to maps of various scales for each province of Canada and we then worked with maps

and figures. Once we had seen the statistical data displayed in geographical form, we could discern where districts might feasibly be located and we could attempt to determine what would be sensible boundaries for them.

Visits and Consultations

21. We were well aware that a group of persons sitting in an office in the national capital could not determine adequately the location and boundaries of bilingual districts merely by consulting statistics and maps. We realized that it was necessary to visit potential bilingual districts and consult with local groups and individuals to find out what the need for bilingual services was, the extent to which they were provided already, and what boundaries might fit the realities of the local situation.

We did not visit every place which had a minority language population of at least ten percent because some of these localities had very small populations, were very remote and isolated, and had few, if any, federal services. Moreover, some had been visited by the first Bilingual Districts Advisory Board and because conditions had not changed, it did

not seem necessary to visit them again within a period of approximately three years. However, we did make a serious effort to visit all of the obvious potential bilingual districts and to consult with as many individuals as we could meet in the brief time we had available in each place.

The extent of our efforts can be judged by the fact that we conducted in all 128 visits and meetings during which we consulted with more than 700 people. (Footnote - see Appendix 6 - List of Visits and Dates of Meetings of Board). Since the time of the Board was limited by the fact that it was working to a deadline and the time of members was restricted by the fact that each of them, including the chairman, was serving only part-time on the Board, we rarely travelled with all of our members present. Instead, we broke into small groups to visit the various localities in Canada.

22. In general, the Board tried to meet three different kinds of groups and individuals. We were most concerned in visiting localities to meet the members

of the official language minority, although we also tried to consult where possible with members of the majority language group as well. In addition, we made a special effort to meet elected representatives of citizens such as mayors, members of municipal councils, school board trustees, members of provincial legislatures, and federal members of Parliament since we believed that elected officials would be especially qualified to give us an informed appreciation of local needs, conditions, and opinions, and good advice on the delineation of boundaries. Many of the meetings with members of Parliament were held in Ottawa where the MPs were usually more available. We extended an invitation to meet with the Board to every member of Parliament whose constituency might be included in whole or in part in a recommended bilingual district. In all, we met with 47 members of Parliament.

Although the Act permitted the Board to hold public meetings at its discretion, we decided on reflexion that the purposes of the inquiry could best be fulfilled by more intimate consultations with the interested groups and individuals already mentioned. When consultations were requested by individuals or groups, the Board always obliged.

23. Section 15 (1) of the Act requires the Board to consult with the government of each of the provinces in which a bilingual district might be recommended. We were pleased to carry out what we believed to be a wise procedure and accordingly we met with representatives of each of the ten provincial governments. We found that the consultations were most profitable. In some instances the Premier of a province received us while in other provinces the Premier designated one or two ministers accompanied by their staff to meet with us and some of our staff. In every case we were received courteously and hospitably and we would like to thank the provincial governments for the kindness of their receptions and their helpful comments and advice.

24. We are pleased to be able to report that we found in almost every province a more favourable attitude toward bilingualism than the first Board had encountered in its visits four years ago. Although no provincial government was prepared to accept the invitation extended in the Official Languages Act to join with the federal government in establishing bilingual districts for provincial purposes that would be conterminous with federal districts, we did discover that in most places there was a much greater interest in bilingualism and the minority official language

than there had been previously. The degree of interest varied, of course, from province to province. But we noted in particular in both the Atlantic region and the West a much more favourable attitude than had been perceived previously. In general, most provinces had come to accept the concept of two official languages for Canada and were quite prepared to do something for the minority linguistic group. In one province enthusiasm for the support and the development of the French-speaking minority exceeded the possibilities of our recommending districts based upon the statistical requirements and the ^{provincial} government regretted that we could not recommend a greater number of bilingual districts. In another province, the government was much more sympathetic to the creation of a federal bilingual district than it had been four years ago because the influx of French-speaking tourists into the province had made it apparent that a more plentiful supply of French services would be advantageous to local industry. New Brunswick was firmly committed to the policy of bilingualism since the province had enacted its own official languages statute before the equivalent federal act came into being, although the government expressed concern about the way in which bilingual

services might be implemented and administered. Quebec had grave reservations about the creation of federal bilingual districts because the province regards linguistic matters as a subject for its own jurisdiction alone. Ontario had made use of the first Board's recommendations of federal districts in order to establish a list of priorities of locations in which to supply provincial services in French and has already provided a good many bilingual services in these areas. The province still prefers, however, to render such services on a pragmatic basis in response to demand rather than by creating bilingual districts. Manitoba supported fully the provision of federal bilingual services and the concept of federal bilingual districts. British Columbia evinced a new interest in bilingualism and demonstrated great sympathy and support for the minority language. In Alberta and Saskatchewan we found that the inauguration of both federal and provincial policies supporting multiculturalism had diminished some of the previous antagonisms toward bilingualism and opened new perspectives for the provision of services in languages other than that of the majority. In summary, there is no question in our minds that the attitudes of most provincial governments towards bilingualism and the provision of services in the minority language have altered favourably in the past few

years and that this change probably reflects a similar alteration in public attitudes.

25. The English-speaking provinces, in particular, were well disposed towards the augmentation of support for education in the minority official language. The funds which had been made available by the federal government for the teaching of the French language had obviously been welcome and some provinces expressed a desire for additional resources to be used for the training of their civil servants in the minority language.

A number of provinces offered further comments and suggestions. Some were concerned by the question of how the local employment market might be affected if federal bilingual districts were established. One government wondered if the creation of districts would involve the relocation of federal offices and consequently have a deleterious effect upon provincial services. Another province wished to be consulted again before the federal districts were actually established. One province expressed the fear that any further delay in implementing federal bilingual districts would affect adversely the provision of provincial services in the minority language. The government of a Western

province in which the attitude toward bilingualism had changed favourably was still concerned that the terms "bilingualism" and "bilingual districts" aroused opposition among its residents. This government suggested that perhaps these terms in the Official Languages Act should be changed. We were told by one government that the same federal policy would not fit equally well the whole country and that the policy should be adjusted to the local regional needs. Still another government suggested to us that the Official Languages Act should not require the calculation of the size of the minority linguistic group by the maternal language figures but rather by the figures for the language most often spoken in the home. It was also proposed that the Act should be amended to insert a minimum absolute figure to be attained by the minority in an area before it could be recommended as a bilingual district. The government of Quebec was opposed to the establishment of any federal bilingual districts in that province not only because it believed language policies were entirely provincial matters but because it held that the creation of bilingual districts would increase the threat to the existence of the French language in Quebec by promoting the growth of English. However, the government believed

that criticism of bilingual districts might be abated if the federal government consulted in advance with the Quebec government and worked out a mutually satisfactory formula for protecting the language rights of the English minority in the province. Finally, four provinces expressed the conviction that it was unnecessary to create bilingual districts as provided in Section 9(1) of the Act since in their opinion services could be provided satisfactorily to the minority in its language under Section 9(2).

26. Almost all of the members of Parliament who accepted our invitation to consult with us displayed much the same sort of sympathetic interest in bilingualism regardless of the region of the country they represented, their party affiliation, or their own maternal tongue identification. We found that they had an awareness of the problems of the minority language group and where concern and reservations were expressed, they usually had to do with the implementation of bilingual policies and the possibility, if there were a mistake made in implementation, of creating ethnic and linguistic conflict. In brief they were not opposed to the principle of bilingualism in Canada as expressed in the Official Languages Act but they were very

concerned with the manner in which it might be implemented.

When differences of opinion were expressed about the feasibility of providing bilingual services either by the creation of bilingual districts or by some other administrative means, the differences did not correspond to the MPs' partisan differentiations or to their mother-tongue differences. Indeed, it was striking to note that on a number of occasions a member of Parliament of the majority language group would be more vociferous in his support of the provision of services for the minority language group by means of bilingual districts than would be an MP with the same mother-tongue as the minority. Similarly, differences of opinion among MPs about the wisdom of creating bilingual districts did not always correspond to partisan distinctions. Some members of Parliament expressed a clear preference for bilingual districts because the provision of bilingual services by the federal government could be enforced more effectively, they believed, under Section 9(1) of the Official Languages Act than under Section 9(2). Others, however, preferred not to have bilingual districts because they were apprehensive about the drawing of lines on a map since they felt that such distinctions divided the population and emphasized ethnic and linguistic differences and fomented antagonisms.

27. The members of Parliament whom we met displayed a lively concern about how the creation of bilingual districts might affect employment in the federal public service in their own localities. To quote an example, one MP noted that there were sixty rural mail delivery postmen working on contract in his constituency and that if the area were declared a bilingual district, the contractors would probably be required to be bilingual in the future. This would create a great problem for some of these employees since about half of the contractors at the moment were either unilingual French-speaking or unilingual English-speaking. He wondered if such persons would then be excluded from holding contracts in the future. If so, he felt that there would be a serious protest and dissension in his riding. There was a good deal of reluctance on the part of many members of Parliament to leave decisions of this kind about employment to resolution by the civil service.

In summary, the overwhelming impression that we derived from our consultations with the many members of Parliament whom we met was similar to that which we obtained from the representatives of the provincial governments, namely that there

was a general awareness of the need for the provision of bilingual federal services in many parts of Canada and sympathy and support for the implementation of such policies, but also an acute concern that such facilities, whether they were provided by bilingual districts or by other means, be implemented with a maximum of common sense and a minimum of public inconvenience.

28. Much the same sort of attitude was displayed when we consulted with elected representatives at the municipal level of government. Once more we were impressed with the almost universal support shown for the principle of offering government services in both official languages where there was a reasonably extensive need for such facilities. We were also impressed by the general acceptance of the principle of two official languages in Canada and the integrity and sense of fair play evinced by these local elected representatives as well as by their colleagues in the provincial and federal sectors of government. It was only on rare occasions that we encountered among elected officials outright opposition to

bilingualism, and in such cases it arose usually because the regions in which they lived had a much smaller population of persons of the official language minority than of other language and ethnic minorities. It is understandable that in such circumstances an individual might find it difficult to appreciate the justification for language arrangements that reflect a policy which seeks to give equality to Canada's two largest language groups when the proportions of language groups in his own locality are so different from those in the country as a whole. One tends to see the country from the perspective of his own local community.

29. The Board's first visit was to the only bilingual district already existent in Canada, the National Capital Region, which was made in effect a bilingual district by Section 9(1) of the Official Languages Act. We consulted with the Mayor of the City of Ottawa, the Chairman of the National Capital Commission, and the Chairman of the Regional Municipality of Ottawa-Carleton, and some of their officials. We learned that it was possible to make progress in providing bilingual services by introducing bilingual capacities into an administration quietly but effectively

at the points at which the public came in contact with their governments, and then by slowly but persistently extending the range of bilingual services to higher echelons within the administrative structure. Employees could be offered training in the other official language or the opportunity to improve their capacities in their own maternal tongue if it was an official language and their capabilities had been eroded. Equipment for simultaneous interpretation at council meetings could be provided at a reasonably economic cost and publications and documents could be issued in both languages with increasing frequency. We learned that practical difficulties are often less of a stumbling block than theoretical objections. The key to success in these instances was to make haste slowly and avoid creating issues that could be provoked by statements of principle and the promulgation of set time tables.

30. We also visited in Ottawa the Commissioner of Official Languages and some members of his staff. We felt that the Board might profit from the experience and knowledge of the authority charged with administering

the Act but as it turned out, the Commissioner and his staff had the same expectations of the Board. Each party was particularly concerned with obtaining a satisfactory definition of the phrases "principal offices" and "significant demand" which appear in Sections 9(1) and 9(2) respectively of the Act. But neither party was able to enlighten the other as to the meaning of these phrases. However, we at least could console each other by eradicating the notion that our state of ignorance was unique. Later, when the Commissioner published his annual report for 1971-1972, it appeared that his failure to define these terms did not deter him from passing judgment upon the efficiency of Section 9(2) in preference to 9(1), but the substance of this point will be discussed later in another context.

31. In addition to visiting sources of information in Ottawa, we travelled to many small and large places in every province in Canada. We were particularly anxious to get some appreciation of the need for bilingual federal services and the extent to which they were provided already.

Inevitably in the process of consulting individuals in their own localities, we received a number of unsolicited complaints about matters that were not always within our jurisdiction. No doubt this circumstance arose because the nature of the Official Languages Act and the purpose of bilingual districts were not well understood. But it was also abundantly evident that residents of remote, and often not so remote, areas accumulate grievances and questions which are very important to them and which they wish to voice to any one connected with a government. We feel duty bound to report their complaints, especially where they relate to language matters, even though we recognize that many of them may not be precisely within our jurisdiction.

32. The three subjects which elected the greatest number of queries and complaints had to do with education, the media of communication, and employment. Obviously, language minorities are concerned chiefly with the availability in their own language of educational facilities for their children and of radio and television programmes, and with the problem of finding jobs.

Although most provinces have made strides recently in providing education in the French language, we encountered many requests for greater or improved facilities. The best that we could do was to remind our interrogators that education is a provincial responsibility and to promise that we would report their remarks in our findings. Many English-speaking and French-speaking persons complained about the quality of instruction and teaching of the French language. The grants that have been available from the federal government for the advancement of the teaching of French were another subject for discussion. The opinion was expressed frequently that the provincial departments of education which handle the grants did not always distribute them according to the desires of the local educational authorities, whether that wish is expressed in the form of improving education for French-speaking students or for giving French instruction to English-speaking students. We were also informed that one of the detriments to improving the French language capacities of English-speaking students in a number of provinces was the discontinuation by local universities of the requirement

of French as a subject for admission to the university. When this occurred, the effect was felt in the secondary schools where students ceased to take courses in French.

In respect to broadcasting, we found that despite the strenuous attempts of the Canadian Broadcasting Corporation to provide radio and television programmes in many areas in the minority official language, their efforts seemed to be bedeviled by factors beyond the control of man. We noted from our own experiences in some localities during our visits that though the CBC had provided services for the minority, atmospheric, geographical and topographical features often tended to prevent the radio and television signals from being received in the localities for which they were intended. However, it should be noted in fairness to the CBC that in some instances where the corporation has provided facilities for the minority, the improvement has been noted and appreciated by the local population. Windsor, Ontario, is a good example. When the first Board visited the Windsor region in 1970, the local French-speaking population was seeking radio

reception in the French language. When the second Board returned to this area in 1973, it discovered with pleasure that French radio programmes are now being received in Windsor and are valued highly, in particular because, according to the local population, the hearing of well-spoken French has improved the quality of the language used by children especially.

There is no doubt in the minds of Board members that the provision of education in the language of the minority at every level of public schooling, elementary, secondary, and post-secondary, is an absolutely critical factor in the preservation and growth of the minority. The reception of radio and television programmes in the language of the minority is almost as essential an ingredient of the minority's survival and growth.

33. The other issue that was raised frequently by minority groups, whether they were French-speaking or English-speaking, was the question of employment in the public service. We often were told that persons belonging to the minority group did not have as good an opportunity to obtain employment as

persons belonging to the majority group. In a number of cases persons already holding jobs in the federal public service expressed concern that their positions might be threatened by the introduction of bilingual requirements into the civil service. We noted some change in attitude on this score following the statement by the President of the Treasury Board, "Bilingualism in the Public Service of Canada" in December 1972, which had the effect of reassuring a number of unilingual civil servants that their jobs were not placed in jeopardy by the introduction of a greater degree of bilingualism in the federal public service. It was clear that apprehensions tended to diminish when the government's bilingual employment policies were explained and reassurances were given to unilingual incumbents that their jobs were secure and that changes would be made slowly and phased in gradually.

34. Our meetings with people revealed that the need for bilingual federal services prevails at all levels of government and administration. To put the issue bluntly, satisfactory bilingual services

are not achieved merely by having bilingual clerks to sell stamps at the counter of a local post office. We found that frequently a citizen has a need to communicate with someone higher up in the echelon of administration than merely serving at a counter. In such everyday matters, for example, as manpower counselling and resolving income tax or unemployment insurance problems, it is necessary for higher level civil servants to be able to deal with the minority in its own language when the problem at hand goes beyond its initial phase. Certainly, if bilingual services are to be meaningful, they must be available up to and at the highest level at which the citizen deals with his government.

We were told on a number of occasions by federal civil servants whom we encountered on our visits that there was no demand for services in the minority language in that locality. This may have been the experience that they had had but it was not the reality or the whole story so far as the minority was concerned. The minority often

may not articulate its demand, for several reasons. First, it may have found from experience that its use of the minority language falls on deaf ears. Second, members of the minority may speak the language of the majority in order to avoid a delay which may be occasioned if the minority insists on using its tongue. Third, members of the minority sometimes are embarrassed to use their own language or do not wish to embarrass or inconvenience the public servant who does not apparently speak their language. Finally, in very small communities a member of the minority may not wish to create public dissension or possibly risk personal recrimination by insisting on the use of his own language.

35. Our visits revealed a phenomenon that occurred so often that it should be reported for the record. The minority language group, whether it was French or English, frequently questioned the accuracy of the statistics which we presented stating the size of the minority in the particular area. A minority seems prone to believe that its

numbers are larger than those reported officially, in this case by the census of 1971 and contained in the publications of Statistics Canada. We were told more than once that the census had not been taken properly or that there had been errors in the respondents' replies to questions in the census. We expressed confidence in Statistics Canada and pointed out that in any event we had no option but to accept the official figures given by Statistics Canada.

36. Our visits also revealed to us that although the report of the First Bilingual Districts Advisory Board had not been implemented and no bilingual districts, other than the National Capital Region, had been proclaimed, a number of federal departments and agencies had improved the offering of their services in the language of the minority, perhaps in anticipation of the inauguration of bilingual districts or because they were anxious to improve services in any event. Certainly in a number of places there had been a marked improvement in the provision of services in the minority tongue. We thought that

this change was an interesting example of a report having some possible effect in improving conditions without its recommendations ever having been implemented formally.

37. Finally, our visits and local consultations revealed to us a marked discrepancy in the provision of federal services in the two official languages. We rarely, if ever, discovered a complaint or a case in which federal services had not been provided in English to the minority in Quebec, the one province in which that language group finds itself in a minority. On the other hand, we did discover many instances and received many complaints about the lack of provision of French services by federal departments, agencies and crown corporations in a number of localities in which French-speaking persons are in the minority. It therefore became very clear to us that if the requirements of the Official Languages Act to ensure the equality of treatment of the two languages in similar minority situations was to be fulfilled, it would be necessary for the Board to be concerned

in particular with redressing the imbalance in the provision of services to date in the French language. For that reason the Board began to appreciate that it might not be possible to apply exactly the same criteria to the determination of bilingual districts and the provision of bilingual services in all parts of Canada. Since there was a deficiency in services in one case which was not apparent to the other, it seemed clear that if equality were to be achieved, the disparity would have to be rectified so that French-speaking minorities received services similar to those which the English-speaking minority had traditionally received in Quebec.

Issues and Rationale

38. While the inquiry was being conducted locally by small groups of Board members, broader issues, problems and questions were being discussed by the full Board at plenary sessions in Ottawa. With the aid of the statistics from the census returns of 1971 and the maps prepared by our research director depicting the location of official language minority groups

of at least ten percent of the population in local areas, the Board was able to identify rapidly the potential regions in which bilingual districts might be recommended. The Board found that although there had been changes from 1961 to 1971 in the relevant percentages of the language groups in some localities, the areas recommended as bilingual districts by the First Bilingual Districts Advisory Board were still for the most part the regions which qualified as bilingual districts now. The first Board had recommended that a second Board should look at some additional regions to determine whether or not they qualified as bilingual districts after the census returns from 1971 had been completed. Our Board examined these areas and included them in the present review.

39. . . . The Board then commenced to study some of the substantive questions and issues which arose when we made use of the Official Languages Act to determine the location and boundaries of specific bilingual districts. We found that the task was much more complex and difficult than one might imagine from a rapid reading of the Act.

40. One of the first questions was to try to define precisely the purpose and nature of a bilingual district. We had already satisfied ourselves as to the legal requirements of a bilingual district (Footnote - See supra, Sections 15-18, pp. 17-19, and Appendix 3, P. Fox, Definition of a Bilingual District, August, 1972) but what was still not clear was whether or not a bilingual district was intended to have some sort of cultural and social identity as well as a geographic boundary. Some members of our Board felt that a bilingual district should be, in effect, a community with a cultural character and that the creation of a district should assist the minority in a region to preserve its social identity and foster the group's advancement. (Footnote - See Appendix 3, A. Regimbal, District Bilingue, août 1972). Although all members of the Board could not accept this definition in its entirety, they did agree that it certainly was the intention of the Act to utilize bilingual districts in the attempt to give equality of status to the two languages in Canada and to provide similar federal services to the official language minorities, whether French or English, wherever they were located in Canada.

Further discussion led us to conclude that a bilingual district might well have three functions. It would be, of course, an area in which federal services would be available at principal offices in both official languages. But because the provision of services in the minority's language would denote and underline the existence of the minority in that area, a district might well be a symbol, strengthening the minority's morale. For similar reasons, it might prove to be a lever to enable the minority to get recognition and additional services from other governments. (Footnote - See Appendix 3, W.F. Mackey The Concept of a Bilingual District and What It Entails in Practice, August 11, 1972.)

41. Another preliminary question that arose in connection with bilingual districts was whether or not the figure of ten percent was a reasonable and proper proportion of the minority to be required in an area before it could qualify as a bilingual district. We had heard various comments on this figure during our consultations with individuals,

groups, and provincial governments. Some members of the minority felt that it was an unreasonably large percentage and that it would exclude certain minority groups which required services in their own language but which constituted less than a tenth of the local population. Other persons suggested that the proportion should be greater than ten percent and that a requirement of a minimum absolute number of individuals should be attached to the percentage.

We examined this question in some detail and at some length and came to the conclusion that although it was not advisable to set an absolute figure to be applied in all parts of the country since circumstances varied from place to place, we might take 750 people as a working figure for a basic minimum of the minority group. We concluded that it would not be wise to recommend amendments to the Act to add a minimum absolute figure for the minority or to alter the requirement of ten percent of persons of the minority tongue as a qualification\$ for a bilingual district.

42. Probing further into the nature of a bilingual district, the Board found it difficult to interpret satisfactorily that portion of Section 9(1) of the Official Languages Act which states that it is the duty of every department, agency, judicial, quasi-judicial, or administrative body of the government of Canada or crown corporation to ensure that at each of its principal offices in a federal bilingual district members of the public can obtain available services from and can communicate with it in both official languages. We spent many hours trying to determine precisely what was meant by the phrase "principal offices". It was obvious that we were not alone in this difficulty since we had discovered that the Commissioner of Official Languages, various government departments and civil servants, and a law officer of the Crown whom we consulted had had trouble in defining the phrase and in arriving at an agreed solution.

Principal offices are nowhere defined in the Official Languages Act and they do not correspond to any specific level or type of activity in the public service. Apparently they may be head offices,

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regional offices, municipal offices or other kinds of offices. They may relate conceivably to administration, workshops, warehouses, laboratories, or other kinds of establishment. They may deal directly with the public or they may be remote from the public and concerned only with internal administration. Moreover, it is not clear whether the phrase "principal offices" means the highest office in the administrative hierarchy of each of all of the departments and agencies of the federal government in bilingual districts or those most active and important in dispensing services to the public. The meaning could be construed either way. When public services are decentralized to meet the needs of the population, the higher regional offices become coordinating centres for the local offices and they have very little direct contact, if any, with the public. Citizens might well be frustrated if they discovered that only the highest and perhaps remote office of a government department or agency in a bilingual district was the only bureau that was required to have bilingual services when those citizens wished to deal in their own language with persons at a lower level in the administrative hierarchy.

For all of these reasons it was suggested to the Board that the term "principal offices" should be construed to mean all offices through which direct communication to or from the public is made in whatever activity and administrative level. (Footnote - See Appendix 3, R. Morency, Interpretation of "Principal Offices" in a Federal Bilingual District and "Significant Demand," February 5, 1973; E. Duckworth, "Principal Offices" and "Significant Demand," March 10, 1973; R. Morency, Principal Offices and Significant Demand, August 30, 1973.) However, after a good deal of consideration, the Board decided that such an interpretation would be too sweeping and too demanding an obligation to put upon the federal government as a recommendation. Nevertheless, we shall make a recommendation in this connection at the end of our report. In the interval, until the law is amended, the Board believes that it would be wise for the phrase to be interpreted in such a way that bilingual services would not be confined to some higher office that might be remote from the public but that bilingual services should be provided on a common

sense basis in offices in bilingual districts dealing with the public. The phrase "principal offices" is obviously a relative concept which the Board feels should be interpreted for the convenience of the public who live within a bilingual district or who live outside of a district but use services therein.

43. The problem of defining principal offices satisfactorily was of a particular concern to the Board when we considered the question of determining whether bilingual districts should be large geographical areas or small geographical areas.

Obviously, if a bilingual district were large in geographic scope and it contained many offices of federal institutions, it might serve the interest of the minority linguistic group better by including within its boundaries a greater number of federal services and the whole of a minority community which would be more visible because of its numbers and extent. But if the area were so

large that there were many offices in it, the minority might find that it was less well served in its own language because only one office of each agency located in the area might be required under Section 9(1) to render services in the minority's language.

If the district were small in area, there likely would be fewer offices and it might be easier to determine the principal office. Indeed, if the area were so small that it possessed only one office of a federal agency, that office could not escape the definition of being the principal office of the federal department or agency in the district. But in both these instances the services rendered by the designated office might be minimal since the bureau might be only a local branch post office. If such an occurrence transpired, we believed that the real intent of the Act would be defeated. Moreover, the creation of a large number of small districts would lead to a proliferation of bilingual districts that would be unreasonable and might

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resemble what the Board referred to facetiously as a rash of measles.

44. While we hesitated, therefore, to recommend very small areas as districts, we also became disinclined to propose very large regions. In addition to the arguments against them which we have already noted, we discovered several other disadvantages. First, in order to include all of the persons of an official language minority scattered throughout a large district, it often would have been necessary to include within the proposed district some concentrations of persons of mother-tongue identifications other than French and English. We were warned many times by various governmental spokesmen and local groups that the inclusion of such persons within an area labelled a bilingual district might cause considerable opposition on the part of these persons and lead to local dissension and antagonism, particularly if such an arrangement led to a person of the "other" identification being displaced in local federal employment and replaced by someone

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who was bilingual in English and French. We therefore decided to avoid, if at all possible, creating bilingual districts composed of dispersed groups of the official language minority which would have to be joined together by links containing a substantial number of persons of other than English or French maternal tongue. This conclusion persuaded us to favour smaller districts rather than larger districts. Second, we were told also by representatives of at least two provincial governments, as well as by other persons, that it would be unwise to recommend bilingual districts which had strange and peculiar shapes, that is, areas which appeared to have been created rather artificially by the inclusion of a narrow corridor of territory. Third, we noted a difference of opinion amongst members of the minority official language group on the subject of the suitable geographic size of a bilingual district. Some members of the minority favoured a larger area as a more visible and obvious sign of their existence. Others feared that the creation of a large district might diminish the number of services offered at present in their own community, for the reasons which we have given

previously. Some persons feared that the establishment of a large district also might encourage the federal government to move some of its existing local offices to more populous centres in a newly proclaimed bilingual district. For all of these reasons we decided not to attempt to link groups of the minority together in unreasonably large districts, but rather to recommend areas which were more cohesive and contained a compact number of the minority.

45. Two suggestions were proposed to the Board as possible solutions of this problem of determining the size of the area of bilingual districts. The first was a suggestion that we might adopt a system somewhat similar to the method used in Finland, that is, to designate specific cities as bilingual districts. The Finnish system utilizes the local government unit as the area in which to provide bilingual services to the majority of its population who speak Finnish and to the minority who speak Swedish. Finland designates a unit of its local government, called a commune, as officially bilingual if it includes in its territory a language minority

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amounting to at least ten per cent of the population or at least 5,000 persons. If the number of the minority is less than these figures require, the commune is unilingual in the language of the majority, whether Finnish or Swedish. For administrative purposes one or more communes may form a district, which is unilingual if all of the communes composing it are of the same language. But if there are bilingual communes or communes of different languages the administrative district is considered bilingual. School districts in Finland are organized in a similar fashion. (Footnote - See Report of the Royal Commission on Bilingualism and Biculturalism, Book I, Chapter 4, page 77.)

The Board noted that there would be a number of advantages to be gained from applying the Finnish system to Canada. (Footnote - See Appendix 3, L. Lamontagne, Désignation de districts bilingues fédéraux, 6 décembre 1973, and D. Cartwright, Addendum to Part 4 of Dr. Lamontagne's Paper, December, 1973.)

First, many federal services are located in cities. Second, if cities were used as bilingual districts, the latter would consist of entities already in existence and well known to all of the population who could identify with them readily. Third, bilingual districts which were cities would fit well into the provincial judicial, educational and administrative structures which are often organized by municipalities. Fourth, since cities are under provincial jurisdiction and they would now be bilingual districts for federal purposes, provinces might be encouraged to provide bilingual services for provincial and municipal purposes. Fifth, there would be a similarity, comparability, and uniform identification to all of the bilingual districts which would be recommended for federal purposes throughout Canada. Sixth, if cities were designated as bilingual districts, nearby rural residents belonging to the minority language group would profit because many of them come to cities at present to obtain their federal services. Seventh, this arrangement would overcome any difficulty that might be inherent in limiting a

bilingual district to an area within one province since persons in neighbouring rural regions might well move across a provincial boundary to a nearby city that offered federal bilingual services. Eighth, the designation of cities as bilingual districts would be compatible with the phenomenon that has now been evident throughout Canada for some time, namely the movement of rural people toward taking up residence in cities. Ninth, if cities were bilingual districts, the official language minority living in them might well be reinforced by the provision of services in its own tongue. This development would be advantageous in particular for the French-speaking minority since the rate of retention of the French language is weaker in urban centres than in rural areas. Tenth, the designation of cities might defuse the charge that the creation of bilingual districts was leading to the establishment of ghettos in Canada. Eleventh, there would be the advantage that it would not be necessary to include within a bilingual district that was confined to a city some of the pockets of language groups of other

than French and English maternal tongue. Finally, where cities were to be grouped together, if the Finnish model were used, we could avoid the problem of setting boundaries because we could recommend the whole of a consolidated group of municipalities merely by listing the names of the cities which comprised it.

While there were, therefore, many attractions to considering the Finnish plan as a possible model for Canada, we discovered on giving it further thought that there were sufficient objections to it that we could not recommend its adoption for the creation of bilingual districts everywhere in Canada. It was pointed out that the suggestion might be applied more easily in some regions of the country than in others but that it would be impossible to apply it uniformly across Canada. In the Prairies, for example, there are six different kinds of municipalities. The plan would also omit the inclusion within bilingual districts of all those persons belonging to the official language minorities

outside of the designated municipalities, and this would amount to a rather large number of persons. It would also forestall the application of Section 9(1) to all of those federal services now available in such rural areas or that might be provided in such rural areas in the future. Moreover, the number of cities in Canada in which the official language minority amounts to ten per cent of the local population is not very great. Canada is not comparable to Finland in that Canada has substantial numbers of minority language persons scattered in rural areas whereas in Finland the minority tends to be concentrated in a relatively small number of cities which could be proclaimed as bilingual districts. Thus the Finnish model would not provide for the Canadian situation.

46. A second question arose in our minds when we debated what the geographic size of a bilingual district should be. We considered whether bilingual districts should be created as entities within a province or whether they should be created with

boundaries which overlapped two provinces or maybe even more than two provinces.

It was pointed out to us that geographical boundaries, such as those constituted by provincial frontiers, and linguistic boundaries for groups speaking a particular tongue seldom, if ever, coincide. Consequently, it might be much more sensible to recommend bilingual districts that were related to the perimeters of language groups than to create districts within specific political areas such as provinces. In this connection we noted that 95 per cent of all Canadians of French mother tongue and almost all Canadians of English mother tongue who find themselves in a minority position locally live in Ontario, Quebec and New Brunswick. It would be possible to consider recommending the creation of this entire area composed of three provinces as one bilingual district within which bilingual federal services would be provided. However, such a proposal would mean that a gigantic area comprised of the whole of the provinces of Quebec, New Brunswick and Ontario would be declared a bilingual district.

Even if a portion of it were recommended, for instance, the so-called "bilingual belt" from Moncton to Sault Ste. Marie, it would still be an enormous territory. In light of the unfavourable reaction that was evident in many quarters to the First Bilingual Districts Advisory Board's Report which recommended that the entire province of Quebec be declared a bilingual district, we doubted that the inclusion of all, or most of, Quebec in a bilingual district would be a welcome recommendation. Moreover, it did not seem feasible to recommend a huge area in which there would be little or no need in many places for bilingual federal services since so many of the local offices would be serving either unilingual English-speaking populations or unilingual French-speaking populations. Thus we decided not to adopt this approach to the solution of our problems. We were encouraged in believing that this was the correct decision because we were well aware that the Treasury Board in its Guidelines had indicated that it was already taking steps to provide bilingual services, where necessary, to the public in this large area.

47. There was still the possibility of recommending certain bilingual districts which might overlap two provinces. The opportunity arose in several instances. One case occurred in the area of West Labrador which might have been recommended as a district in conjunction with a small neighbouring portion of the province of Quebec. In another instance there was the possibility of amalgamating a portion of Manitoba and Saskatchewan into one bilingual district, and in still another case, we thought there might be a possibility of joining a portion of Alberta and British Columbia together in one bilingual district.

However, although there were no objections to such suggestions from the provincial governments which were consulted on the point, the Board decided on reflection that the disadvantages to such an arrangement outweighed any possible advantages. For one thing, the persons in a bilingual district composed of contiguous portions of two provinces might not have much community of interest or feel that they belonged together in any administrative sense. Furthermore, the federal offices located in or serving such areas might not have very much in common or indeed even be related. Finally, since the Official Languages Act looks forward to the possibility of provincial governments cooperating with the federal

government in providing provincial and municipal bilingual services where the federal government is offering bilingual services, it seemed that a bilingual district which contained portions of two provinces within it might lead to unnecessary complications in working out arrangements among three governments rather than between two governments.

48. In concluding our reflections on the location, size, and nature of bilingual districts, we decided that the essential factor to keep in mind in recommending the creation of districts was the question of providing as effectively as possible bilingual services to people in areas which met the requirements of the Act. We also concluded, however, that it was almost equally important to recommend districts that corresponded to the realities of common sense and human interactions, such as the encouragement of the community life of a language minority.

49. If the provision of bilingual services to the public was the major consideration operative in recommending bilingual districts, it might be asked whether bilingual districts are necessary at all. Section 9(2) of the Act requires the federal government to provide bilingual services in areas outside of bilingual districts under certain circumstances, and it might be argued that 9(2) could be applied to regions provided for by 9(1) if the latter section did not exist.

The Commissioner of Official Languages raised the question of the need for bilingual districts in his second annual report to Parliament tabled in 1973. (Footnote - See Commissioner of Official Languages, Second Annual Report, 1971-72, Ottawa, Information Canada, 1973, pages 26-34.) However, in weighing the advantages of providing bilingual services by means of bilingual districts under Section 9(1) against the advantages of providing such services by administrative arrangements under Section 9(2), the Commissioner himself gave a number of justifications for the existence of bilingual districts. (Footnote - See Ibid., pages 28-29.) He pointed out first that Section 9(1) provides a legal obligation which is clearer, more specific, and probably more enforceable in the courts to ensure the provision of bilingual services in principal offices in federal institutions in the National Capital Region and in bilingual districts than does the more imprecise language in Section 9(2). Second, he noted that the latter's phrases "significant demand" and "feasibility" might leave the provision of bilingual services, to quote the Commissioner's report, "to inconsistent, or even capriciously inadequate, interpretation by local management". This is a subject to which we will return for further discussion shortly. Third, he pointed out that "districts offer isolated official language communities a powerful symbolic recognition that the two official

languages enjoy equal status on a national scale". Fourth, he observed that "districts can educate local linguistic majority groups to the minority's rights, and perhaps encourage provinces and municipalities to provide bilingual districts or services of their own." Fifth, he also noted that districts would provide better opportunities to more minority official language federal employees to work in their own mother-tongue without decreasing any employee's rights. Sixth, he stated that the figure of ten per cent for the minority language group which is required for the recommendation of a district offers a simple and reasonable justification to both the public and to administrators for providing bilingual services. Finally, the Commissioner commented that "new districts would clarify and confirm his duty to defend language rights within plainly marked 'bastions'".

Since the Board would like to be of the greatest possible assistance to the Commissioner in protecting official language rights in Canada, the last reason alone might be thought to be sufficient justification for the creation of bilingual districts. However, the other reasons given by the Commissioner in the summation presented above are also more than convincing in the Board's view and we thank the Commissioner for stating the case for the existence of bilingual districts so well.

50. It seems to us that there is an additional point that the Commissioner did not mention; namely, that if services can be provided satisfactorily under Section 9(2), the problem of supplying bilingual services adequately would already have been solved since 9(2) has been in operation ever since the Act went into force in 1969. Thus, there has been a period of almost five years during which the services could have been furnished. Yet, by the Commissioner's own admission, this goal has not been achieved. Consequently, on this score alone, there still appears to be a need for bilingual districts, unless Section 9(2) can be applied so effectively that Section 9(1) is rendered superfluous. In any event, the Board believes that it must fulfil the mandate given to it by the Act and recommend some bilingual districts for the consideration of the Governor in Council.

51. We doubt that Section 9(2) can be utilized as successfully as the Commissioner and some other persons have suggested. The Board spent a great deal of time examining this subsection of the Act in an effort to determine its utility. The latter seems to depend upon the interpretation that may be put upon the words "feasible" and "significant demand" which appear in this subsection. Since the point is important, it is worth reproducing here the whole of Section 9(2) as it appears in the Act, to wit:

9(2) - Every department and agency of the Government of Canada and every judicial, quasi-judicial or administrative body or Crown Corporation established by or pursuant to an Act of the Parliament of Canada has, in addition to but without derogating from the duty imposed upon it by subsection (1), the duty to ensure, to the extent that it is feasible for it to do so, that members of the public in locations other than those referred to in that subsection, where there is a significant demand therefor by such persons, can obtain available services from and can communicate with it in both official languages.

Clearly, Section 9(2) is meant to be supplementary to 9(1) which requires the federal government to provide bilingual services within its offices in the National Capital Region and at each of its principal offices in bilingual districts. Obviously, if there were few bilingual districts, the federal government might be expected to provide a great many bilingual services under Section 9(2). Indeed, it might be argued, as the Commissioner of Official Languages proposes in Hypothesis B in his report (Footnote - Ibid., pages 32-33) that bilingual districts are not needed at all since bilingual services could be rendered satisfactorily under Section 9(2). However, the Commissioner himself recognizes at this point that such a hypothesis might require four conditions to be satisfactory.

It is the fourth of his conditions that we found to be the impediment to the wholesale implementation of his hypothesis. He notes that the fourth condition on which his hypothesis rests is that "the government would explain to federal management at all levels with what values it

wished the words 'significant demand' and 'feasibility' to be measured." He also describes the phrases as "vague".

We could not agree more with the Commissioner at this point. The Board expended a great deal of effort in attempting to define the words "feasible" and "significant demand" satisfactorily. As in the case of "principal offices" some of our members prepared papers on this problem and we discussed them fully and consulted with law officers of the Crown. (Footnote - See Appendix 3, R. Morency, Interpretation of "Principal Offices" in a Federal Bilingual District and "Significant Demand", February 5, 1973; E. Duckworth, "Principal Offices" and "Significant Demand", March 10, 1973; R. Morency, Principal Offices and Significant Demand, August 30, 1973; and W. Mackey, The Concept of a Bilingual District and what it Entails in Practice, August 11, 1972.) One point that was noted was that at present each department and agency must decide on the frequency of the occurrence of demand or need for bilingual services which makes the demand significant, that is, if it is feasible and if it is available, and perhaps even if it is requested. Since the authority is usually delegated to thousands of office managers across the country, Section 9(2) obviously leaves an enormous discretionary power in the hands of a very large number of civil servants throughout Canada.

Without in any way impugning their good will or sense of fair play, the Board is of the opinion that to leave so much discretionary power in the hands of so many individuals dispersed in such a multitude of places in the offices of so many different departments and agencies of the federal government across the country is to run the risk of providing bilingual services in a very uneven and perhaps unfair way.

The Commissioner of Official Languages recognizes that it may be necessary for the federal government "to interpret the above two standards with attitudes of common sense, generosity and imagination" and to instruct civil servants to apply those interpretations when providing bilingual services. However, that action has not yet been taken and consequently we feel it would be most unwise to leave the provision of bilingual services solely to Section 9(2) and the possibility of arbitrary and erratic interpretation. For that reason we still favour the creation of some bilingual districts, although we will recommend also that the obscure terms in Section 9(2) be clarified.

Despite our efforts, we were never able to arrive at a satisfactory and agreed definition for the word "feasible" and the phrase "significant demand". For this reason and the others given, we do not believe that section 9(2) can

replace entirely section 9(1) which provides for bilingual districts, although the Board believes, as it will suggest later, that subsection 9(2) should be used in supplement to section 9(1), as the Act apparently intended originally.

52. The Board noted an additional problem in relation to Section 9(2) of the Act. In this clause there seem to be at least two discrepancies between the English and French versions. In the English version of the subsection, the federal government is said to have a duty to ensure bilingual services "to the extent that it is feasible for it to do so" while the equivalent words in the French version are "dans la mesure où il leur est possible de le faire". Perhaps this is not too serious a disagreement in meaning but the Board feels that the second discrepancy is more serious. The English version of the subsection says that the federal government is to provide bilingual services "where there is a significant demand" while the French version refers to "demande importante".

We respectfully suggest that there is room here for considerable confusion in interpretation since, of course, either the English or French version of statutes may be used with equal authority for interpretation of a disputed clause. We shall offer at the conclusion of our report, some recommendations for changes in the Act, but at the

moment we wish to note only that the discrepancies in the two versions of the Act make us hesitate all the more to depend upon section 9(2) for the provision of bilingual services.

53. We are well aware that many federal departments and agencies may have appeared to have made use of section 9(2) already since they have provided bilingual services in a number of their offices in various locations in Canada where such services appear to be called for. But we are also aware that in some instances, some federal institutions moved in this direction in anticipation of the creation of bilingual districts in these regions in the near future. We realize that the Treasury Board has been very conscious of the need to provide bilingual services in many such areas, and that consequently it has undertaken a massive effort to identify both the areas and the offices in which these needs would be manifested and to assess the bilingual capacities of employees of the federal civil service in order to be able to staff such offices. We studied the work of the Treasury Board in this respect and the Guidelines issued by the President of the Treasury Board entitled "Bilingualism in the Public Service of Canada" which described the plans for implementing bilingual policies in these areas. (Footnote - See C.M. Drury, "Bilingualism in the Public Service of Canada" A statement by the President of the Treasury Board, December, 1972;

"Manuel de l'organisation administrative des langues officielles"). We also had consulted at length with Treasury Board officials who are responsible for conducting the survey, compiling the relevant data, and drafting the plans.

We were very impressed by the efforts which the Treasury Board is making to extend bilingual services. Some of our members felt that if the Treasury Board's plans were carried out as well as they had been conceived, there might indeed be less requirement for bilingual districts, or at any rate a requirement for fewer bilingual districts than might have been recommended otherwise. Those holding this view noted that the Treasury Board's Guideline anticipated the provision of bilingual services, where necessary, in that part of Canada - the "bilingual belt" from Moncton to Sault Ste. Marie - in which the volume of demands for bilingual services was apt to be greatest. They also noted that since the Treasury Board planned to provide supervisory and higher echelon bilingual services in these regions in New Brunswick, Quebec, and Ontario, the dimensions of bilingual services so offered might be greater than those furnished in bilingual districts if the latter were confined to only "over the counter" services. Treasury Board officials indicated that they would like to try to provide such supervisory and higher echelon bilingual services also

for regions within which bilingual districts were eventually located. While welcoming in principle such an augmentation of services, these Commissioners believed that if such extended services were to be provided for a large number of rather small bilingual districts scattered throughout the country, the result would be the creation of a heavy superstructure of bilingual capacities that might prove to be unreasonably onerous. Therefore, they favoured relying somewhat more on the Treasury Board's approach to providing bilingual facilities under 9(2) in the so-called "bilingual belt" and somewhat less on the device of bilingual districts under 9(1).

However, the majority of the Board came to the conclusion that although the Treasury Board's policy was commendable, it was not sufficient in itself and that there is still a need for bilingual districts. The majority arrived at this view for the reasons given previously when we explained the purposes of bilingual districts.

(Footnote - see supra, section 40.) To recapitulate this reasoning briefly, bilingual districts seem to the Board to be necessary to afford a legal guarantee for the provision of bilingual services, especially to smaller, scattered groups of the official language minority, to give them a visible cachet and some moral support, and to furnish them with some leverage in obtaining additional services from other governments. We recalled also that

the words "feasible" and "significant demand" in section 9(2) were vague and imprecise and that if 9(2) were relied on, an inadequate interpretation of these words might well diminish the provision of bilingual services.

54. When we pin-pointed on a map the location of areas that qualified as bilingual districts under the Act, we noted that two difficulties arose. First, since the concentration of minority official language groups often did not coincide with the boundaries of urban areas nor indeed impinge upon them significantly, a number of bilingual districts that might be recommended were located in rural areas or in some instances the possible bilingual district constituted only a portion of a large urban agglomeration in which the minority linguistic group would not amount to ten per cent of the total municipal population. In each case the area with a concentration of the minority of more than ten per cent could be recommended as a bilingual district, but one might well ask to what avail insofar as federal services were concerned.

In the instance of the rural region, there might be very few federal services of any kind. In the case of the portion of a municipal agglomeration, while there might be more federal services available, the principal offices would probably be located in the rest of the urban centre which had the larger population. The former case is

typified by some recommended bilingual districts in which there are only a few rural post offices and perhaps some other services such as an R.C.M.P. constable. The latter case is best typified by the city of Winnipeg. According to the 1971 Census returns St. Boniface, which is part of the new large metropolis of Winnipeg, has a population of French maternal tongue of 14,440 persons, who amount to 30.9 per cent of the population in St. Boniface. But St. Boniface has very few federal services and most of the "principal offices" of federal departments and agencies, as they would probably be defined, are located in other parts of Metropolitan Winnipeg. Thus, many residents of a locality such as St. Boniface might well want or need to go to Winnipeg to secure their federal services, only to discover that bilingual services would not be available in the Winnipeg principal office under the terms of section 9(1).

55. This example was typical of the second major problem we encountered in this respect. Not only were a large number of service centres outside of prospective bilingual districts, but none of the provincial capital cities in Canada possessed a concentration of the official language minority of at least ten per cent of the total population, and therefore could not be recommended as a bilingual district. Since provincial capitals often contain a large number of federal government services and since the

Act looks forward to securing the co-operation of provincial governments in providing bilingual services in their jurisdiction and in municipalities, we regretted this unfortunate situation.

We devoted some time to considering how this problem could be resolved. A paper prepared for the Board (Footnote - See Appendix 3, R. Morency, Principal Offices and Significant Demand, August 30, 1973) noted that the purpose of the Act was to achieve parity in the offering of federal services in bilingual districts. Obviously, this equality for the two linguistic groups was not likely to be achieved under the circumstances described above. The minority in a small rural district might find that it could secure services in its own language in the district but that most of the important services which it wished to obtain were available only in a service centre where principal offices were located but which lay outside of a bilingual district and which would therefore not have to provide bilingual services. In similar fashion a French-speaking minority in St. Boniface might not find services available in its own language in principal offices in Winnipeg, while the English-speaking minority in a city such as Montreal would find such services available because they had always been provided. Furthermore, the very large numbers of persons of the minority group who resided within a large urban agglomeration would not be able to obtain services in its language under

Section 9(1) because the total of their numbers did not amount to ten per cent of the metropolitan population. To give an example, the 37,000 persons of French maternal tongue who resided in Toronto or the 17,000 persons of the same group who resided in Vancouver would be excluded under 9(1). The paper therefore suggested that all offices serving a bilingual district from outside a bilingual district were to consider the existence of a bilingual district in their jurisdiction as a "significant demand". We are aware that the Commissioner of Official Languages has invited some agencies to act in this fashion, namely as though the Act implied that principal offices serving bilingual districts should be prepared to offer bilingual services (Footnote - see Second Annual Report, 1971-72, op.cit., page 30.)

However willing the Commissioner is to stretch the terms of the Act in this generous fashion, we thought that there should be a firmer foundation established for the availability of bilingual services in service centres outside bilingual districts and in provincial capital cities. It goes without saying that the provision of bilingual facilities in federal offices in such important locations as service centres and provincial capital cities is much more important than the provision of similar facilities in some remote areas of Canada since the number of persons of the minority group who will want to use the services

will be infinitely greater in the large centres. We are in agreement with the opinion expressed by the First Bilingual Districts Advisory Board in its Report that the problem of providing services in such large metropolitan areas is of crucial importance. We were not able, on reflection, however, to accept the proposal offered in the paper presented to the Board recommending that the existence of a bilingual district within the area of jurisdiction of any federal office be considered a significant demand as defined in section 9(2) of the Act to the same extent as if the office were located within the bilingual district itself. Nor could we accept the proposal that the significant demand clause be applied similarly in urban areas where there was a large minority in absolute terms but less than ten per cent vis-à-vis the total population. Nevertheless, we did feel that the problem was so critical that it merited further examination and in that connection we considered at least two other proposals.

56. An imaginative idea was suggested to the Board proposing that bilingual services might be provided to the public by establishing three kinds of territorial units, rather than merely the one kind known as a bilingual district. (Footnote - see Appendix 3, D. Cartwright, The Problem of Accommodating Bilingual Districts That Are Very Small,

May 23, 1973.) It was argued that a three-tiered concept might solve the problem of defining "significant demand" and "principal offices", and the problem of recommending a profusion of rather small districts throughout the country which would have limited utility because the minority in them would seek its bilingual services from urban centres outside the bilingual district.

Thus the Board could recommend the creation of bilingual districts for areas which are viable because the proportion of the minority population to the regional total is well beyond ten per cent and the absolute number of the minority is also substantial. Such obvious districts probably would contain also major service centres and a well developed road network which made these services accessible.

For areas which did not have these characteristics but still had a need for bilingual services, two other kinds of entities might be proposed. A "bilingual territory", for example, might be recommended for an area that was large in extent and population but because of its agrarian nature had a very dispersed population and no major urban centre within it. A bilingual territory could be given access to bilingual services within a designated urban centre that is located beyond its boundaries. Such a territory could have an hierarchical association with a bilingual district while being geographically separate from it. The second sort of entity conceived was a "bilingual

community" which might suit well rural areas that have a small minority population that is close to ten per cent of the minority population, and that are isolated from either a bilingual district or a bilingual territory. Such bilingual communities might not even require a defined boundary but simply be designated as a general area. Nearby urban centres which have federal services might be requested to provide these facilities in both official languages to residents of a bilingual community. The concept of a bilingual community might fit very well the needs of some areas in the Prairie provinces as well as certain large urban centres such as Toronto, Vancouver, and Quebec City, which contain a very large number of persons of the minority group in absolute numbers but only a very small percentage of such persons as a proportion of the total urban population.

The proposal of a three-tiered system had certain definite advantages. It would provide bilingual services to a greater number of persons than might be accommodated otherwise by bilingual districts. It would avoid the necessity of defining specific boundaries on a map for at least the bilingual communities, and this might reduce some of the irritants that the Commissioner of Official Languages noted might arise as a consequence of the proclamation of demarcated bilingual districts. Finally, the plan would offer a greater degree of flexibility

than would the creation of bilingual districts since bilingual territories and bilingual communities would not have the permanence that is inherent in bilingual districts. According to Section 12(4) of the Official Languages Act, a bilingual district, when once created, can be altered in terms of its boundaries but may not be abolished. Since the Act does not provide for bilingual territories and bilingual communities, the same rigidity would not apply to them and they might be altered or even abolished subsequently if circumstances changed and revision was warranted.

A number of members of the Board found the proposal of a three-tiered system very appealing and we examined it at some length. In response to requests, the author of the paper revised his plan and proposed a two-tiered system in which bilingual territories were omitted and services were to be provided through bilingual districts and bilingual communities. (Footnote - see Appendix 3, D. Cartwright, Bilingual Districts and Bilingual Communities, October 4, 1973.) Bilingual districts would remain as they are described in the Act but bilingual communities might be proclaimed also. The latter could be provided with bilingual services under section 9(2) but need not be demarcated with formal boundaries. "Significant demand" might be defined within terms of the needs of individuals living within the districts and bilingual communities. "Principal offices" might be defined also in terms of similar needs.

Although the Board recognized that there were many advantages to either the two-tiered or three-tiered plan, it came to the conclusion, after seeking legal advice, that it would not be possible for the Board to make such recommendations formally under the Act because the concepts of "bilingual territories" and "bilingual communities" are not contained anywhere in the Act. Two possibilities remained, however. The Board could recommend to the Governor in Council that Parliament should amend the Act to provide for the creation of bilingual territories and bilingual communities so that a subsequent Board could make use of these concepts, or the Board could suggest in additional recommendations attached to this report that the federal government might consider making use of the concepts of territories and communities to render bilingual services more effectively.

57. The Board felt, nevertheless, that because of the importance of providing bilingual services in large urban communities and service centres, it was still necessary for the Board to do more than recommend bilingual districts. The problem of providing bilingual services in urban centres which have many thousands more of persons of the minority group than bilingual districts but which do not qualify as bilingual districts because they lack a minority amounting to at least ten per cent of the total population has troubled both the First and Second Boards. It seems



obvious to us that provincial capital cities, and a number of other metropolitan centres such as Vancouver, Montreal, and several cities in Ontario should offer federal bilingual services if the concept of equality of status of the two official languages contained in the Act is to be realized. After much discussion and reflection we have concluded that under present circumstances the best way to achieve this goal is for the government to utilize section 9(2), and we have included an appropriate proposal in our list of supplementary recommendations in this report.

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